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ABSTRACT

Over 800 items on citizen participation in educational decision-making, policy development, and school governance in public schools and school systems are described in this annotated bibliography. Major emphasis is on published books, pamphlets, monographs, and articles, although documents obtainable through the Educational Resources Information Center (ERIC) or made publicly available by sponsoring agencies are included. Dissertations are generally not annotated, but those considered potentially useful are listed and references to them in Dissertation Abstracts are indexed. The literature was searched both conventionally and by computer, use being made of the ERIC files, the Social Science Citation Index, Sociology Abstracts, and the Foundation Center Data Bank, as well as periodical and book indexes and dissertation abstracts. Primary emphasis is on the period 1973-1976, with secondary emphasis on 1965-1973. Documents listed in Section 1 deal generally with the role of the "public" in public education. Those in Sections 2 and 3 present analyses of examples, cases, and programs of citizen participation in different issue areas and institutional frameworks. Section 4 concentrates on "How To" material, including information sources. The bibliography is indexed by author, topic, and by the geographical locations figuring in the case studies included. (Author/PGD)

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CITIZEN PARTICIPATION IN EDUCATION
ANNOTATED BIBLIOGRAPHY
Second Edition

Don Davies and Ross Zerchykov

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For this second edition of the annotated bibliography, Don Davies, the compiler and editor, was joined as co-author by Ross Zerchykov. Zerchykov is an I.R.E. Research Associate and a Ph. D. candidate in political science at Boston University.

Important contributions were made to the second edition by Johanna Defenderfer, Bobbi Whittaker, Katherine White, and Beverly Wright. Proofreading and production were the responsibilities of Brian Powers and Nancy Seymour while Mollie Babize, Jane de Groot and Harriet Plaskow typed the manuscript in its various stages.

For the first edition nearly all of the annotations were drafted by six Yale University students: Howard Dobin, Lisa Goldman, Thomas Fitzpatrick, Jeffrey Kilbreth, Robin Mower, and Carlos Loumiet. Mr. Loumiet also served as administrative assistant for the project. Technical editing of the first edition was done by Ann Lindbeck. Funds for the preparing and publishing of the first edition were provided by the Ford Foundation, the Yale University Center for the Study of Education, and the Edna McConnell Clark Foundation.

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FOREWORD

This is the second edition of an annotated bibliography first published in December 1973 by the Institute for Responsive Education (I.R.E.) and concurrently as a Working Paper of the Center for the Study of Education, Institution for Social and Policy Studies, Yale University.

This second edition greatly expands the scope and coverage of the first. It is published as one of six reports resulting from the first year of a 33-month research project by I.R.E. The Education and Human Resources Development Division of Optimum Computer Systems, Inc., (OCS) was the major subcontractor for the first half of the study.

Entitled "Citizen Organizations: A Study of Citizen Participation in Educational Decisionmaking," the project is funded by the Group on School Capacity for Problem Solving of the National Institute of Education.

The principal purpose of the study is to increase understanding of ways in which organizations: (1) have impact on local decisionmaking; (2) work to increase the responsiveness of public institutions (e.g., schools and school systems) to the constituents they serve; and (3) enhance the power of minorities and of low-income residents. The study is particularly concerned about ways in which parents and other community members, especially urban minorities and the poor, participate in decisions that bear on the education of their children.

The reports from the first year of the study are described below:

1. PATTERNS OF CITIZEN PARTICIPATION IN EDUCATIONAL DECISIONMAKING:

   Volume 1: Overview of the Status of Citizen Participation.

   Volume 2: Diverse and Shifting Patterns of Citizen Participation.

   Volume 1, an interpretative essay by Don Davies, establishes the ideological framework and sketches an historical, social, and educational context for the study. Observations and hypotheses drawn from preliminary field studies are woven together in an examination of several basic questions: Who participates? In what ways and in what issues? With what impact? In what governmental context?

   Volume 2 considers a variety of channels--including advisory councils,

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neighborhood associations, and networks--that offer structural innovations to increase citizen access to schools. The authors analyze the strengths and limitations of various types of involvement, with particular emphasis on evidence of effectiveness in countering professional domination. These initial observations will be tested and supplemented in more intensive and systematic phases of the research.

2. FEDERAL AND STATE IMPACT ON CITIZEN PARTICIPATION IN THE SCHOOLS.

   One unanticipated finding during initial stages of the study was the intervention of government agencies to increase citizen involvement in schools. This collection of five chapters documents those actions of the Federal Government--legislative, executive, and judicial--which open new avenues for citizen participation in education. Attention is also focused on the actions of State governments which give new legitimacy to public involvement in schools through legislation, regulations, and administrative practices. Both Federal and State court decisions and procedures for desegregating schools which stimulate participation receive extended treatment.

3. SOCIAL SCIENCE THEORY AND RESEARCH ON PARTICIPATION AND VOLUNTARY ASSOCIATIONS: A Bibliographic Essay.

   Lois Steinberg reviews conceptual frameworks, analytic constructs, and field-based research to throw light on issues pertinent to participation. Topics include the politics of education, the role of interest groups in social science analysis of the political process, the dominant theoretical perspectives of social science research on interest group processes, and the effects of this research on citizen participation in educational decisionmaking.

4. CITIZEN PARTICIPATION IN EDUCATIONAL DECISIONMAKING: An Annotated Bibliography.

   Updating a previous bibliography prepared by the Institute for Responsive Education in 1974, this publication provides annotations for more than 800 books, essays, and articles on citizen participation.

5. CITIZEN PARTICIPATION IN THE SCHOOLS: A Special Report to Policymakers in the States.

   This summary of policy implications draws on Report #2, Federal and State Impact on Citizen Participation in the Schools. The intended audience includes personnel in executive and legislative branches of State government.

6. A DIRECTORY OF STATE AND NATIONAL ORGANIZATIONS SERVING LOCAL CITIZEN GROUPS.

   Designed as a tool for citizens involved in schools, this resource directory appears in Citizen Action in Education, the national newsletter of the Institute for Responsive Education.

Continuing Activities

Following the first-year national study of current organizations and their activities, intensive investigations commenced in Atlanta, Boston, and Los Angeles in fall 1977. In each city, a site coordinator and staff of part-time community researchers are using case-study methodology, participant observations, and survey techniques to study several citizen organizations for about 18 months. The organizations are being studied in the context of their sociopolitical environments.

Each organization's internal structure and the characteristics of its members are being examined and related to organizational effectiveness. A cross-site comparison will be made to produce both theoretical and practical perspectives on organizational behavior and to develop recommendations for local, State and Federal policymakers.

Included in this work is a focus on the process of individual and group relationships and interchange called "networking."

The Principal Investigator for the 33-month study is Don Davies, President of the Institute for Responsive Education. Marilyn Gittell, well-known political scientist and researcher specializing in citizen participation, serves as Director of Research.

The Institute for Responsive Education (I.R.E.) is a nonprofit, private organization, founded in 1973 by Don Davies to study and assist the process of citizen participation in educational decisionmaking. It is housed in the Department of System Development and Adaptation, School of Education, Boston University, where Davies is chairperson and a professor.

For more information about this NIE-funded study of citizen organizations or about the Institute for Responsive Education, write or call:

Institute for Responsive Education
704 Commonwealth Avenue
Boston, Massachusetts, 02215

(617) 353-3309

INTRODUCTION

USER'S GUIDE TO THE BIBLIOGRAPHY

In the first edition of this bibliography we noted that:

> Citizen participation in education is not one but many topics. The phrase itself is a proxy for a wide range of ideas, programs, issues, and mechanisms that touch nearly every aspect of educational policy and politics. The widespread use of the phrase, as nebulous and multifaceted as it is, reflects a great upsurge of activity, discussion, and controversy in the past few years about new roles for students, parents, and citizens in school programs and school governance.

The continued interest in citizen participation is reflected in the motivation and need for this revised and updated bibliography. Our attempt to keep abreast of new developments in this field since 1973 has resulted in a publication that is more than double the size of the original.

This second edition, like the first, is designed to be a helpful tool for those who are involved in or concerned about the citizen participation process and seek to study, understand, and encourage or provide leadership for it.

It is our hope that the publication will be of practical use to a wide variety of people:

- students and scholars in the social sciences and education;
- parents and citizens who are, or seek to be, involved in school affairs;
- members of organizations working on school problems and issues;
- school administrators and teachers;
- local, State, and Federal government officials and legislators facing policy decisions about citizen participation.

This diversity of intended audience dictates a diversity of material, ranging from the highly theoretical to the very practical, from scholarly analyses to policy recommendations to program descriptions.

Selection Process

The more than 800 annotations in this volume are based on the following:

1. A comprehensive computer search of relevant literature including: Education Resources Information Center, Social Science Citation Index, Sociology Abstracts, and the Foundation Center Data Bank. In addition, conventional literature searches were made including dissertation abstracts and periodical and book indexes. More than 500 books, articles, and reports were reviewed and summarized; annotations were prepared for most of these. (With some few exceptions that search spanned the time period from 1973 to winter 1976.)

2. An additional 150 books, parts of books, published reports and some 250 journal articles taken from the previous edition of Citizen Participation in Education. (That edition included some material going back to 1953 but its focus was on 1965 to 1973.) However, the present bibliography still represents only a small percentage of the material that might have been included even after the topic was narrowed and many potentially relevant areas excluded. The criteria for selection were the relative usefulness, significance, and quality of the material. The decisions on what to include and exclude were made by the editors, with recommendations coming from members of the reading and annotating group. Undoubtedly, many good and useful books and articles were passed by, but we believe that usefulness of the bibliography would not be increased (and might very well be decreased) by adding more material.

Experience has taught us that publications like this, if they are to remain useful, must be periodically updated. Consequently, suggestions for material to be added and for revisions in the present material are welcomed and will be considered for the third edition of the bibliography, projected for 1981-82.

Focus

We see as the major audience for the publication those people who have some positive interest in the participatory process. Consequently the emphasis is on participation in decisionmaking, policy development, and school governance, and not on such forms of individual participation in schools as volunteering, tutoring, working as teacher aides, or fulfilling the parent role as teacher of one's own children in the home. The focus is on the public school and school system rather than on private and parochial schools, although some attention is given to alternative schools outside the public school system and to proposals for parent choice, such as voucher and family-payment plans.

We have tried to be comprehensive in our presentation of case studies, first-hand participant reports, program descriptions, and guidebooks on citizen participation. With commentaries, arguments, and general observation we were forced, by the sheer quantity of material, to be somewhat selective. Our intent was to provide readers with a representative sample and an exposure to diverse viewpoints.

Nature of the Materials

For obvious reasons our major emphasis has been on published books, pamphlets, monographs, and articles in popular, scholarly, and professional journals.

Documents. For the most part, mimeographed reports, position papers, and studies by individual schools and school systems have not been included unless they are stored in the Educational Resources Information Center (ERIC), a national clearinghouse of unpublished documents and reports on various topics in education. These are catalogued and may be ordered by reference to the ED number. Most college, university, and large municipal libraries contain the entire ERIC collection on microfiche. These are available to the public as a reference service. The ED number found in many of the annotation references below acts as universal library "call number." For more information on ERIC, how to use it, and its many services, readers are directed to Chapter 14B below and are urged to consult their local library.

Some very useful documents are not published or stored in ERIC but are publicly available by their sponsoring organizations. Some of these have been annotated. In each case the reference contains information as to the document's source, availability, and where possible, its cost.

Dissertations. For the most part dissertations have not been included. However, there are listings of dissertations at the conclusions of some chapters and subsections. Dissertations were selected on the basis of the seeming relevance of the title and a scanning of the abstract.

The numbers following each reference indicate the volume and pages in:

1971-and up, Dissertation Abstracts International
1952-1970, known as Dissertation Abstracts (volumes 12-31)
1939-1951, known as Microfilm Abstracts (volumes 1-11)

For example, in the following reference:

> Allison, William Lawson. A Comparison of Concepts of the Role of Parents in the Activities of the Elementary Schools. 22:1474.

"22:1474" refers to Volume 22, page 1474 in Dissertation Abstracts. In some cases where the dissertation was judged to be extremely useful and/or unavailable in the Abstracts, it was annotated and integrated into the relevant chapter.

In each chapter and subsection the books, articles, and reports are integrate and arranged alphabetically by last name of author; in the case of unsigned material, by title.

Organization of the Bibliography

The annotated references are arranged in 16 chapters. These reflect not only the quantity of material but the changing patterns of citizen participation in the 1970's. For example: child advocacy is a rapidly growing but relatively new avenue of citizen participation and a relatively new approach to making schools accountable to those they serve. School councils have become the most prevalent mode of citizen participation. Community education and community education councils continue to show promise and vitality as a program of community involvement. The community control and school decentralization controversies have continued to spur scholarly interest and debate. This has resulted in the publication of some useful and carefully researched work unavailable at the time of the first edition of this bibliography. The amount of useful material on these and other topics led us to expand and reorganize that earlier edition.

The 16 chapters are, in turn, organized into 4 sections. These are partly differentiated by genre.

Section I contains general observations, arguments, and proposals about the role of the "public" in public education.

Sections II and III focus on descriptive, scientific or impressionistic material on examples, cases, and programs of citizen participation in different issue areas and in different institutional settings, e.g., councils, community school boards, etc.

Section IV deals with "how to" material. It contains material on how and where to get more information on education issues, and highlights selections providing practical advice for more effective citizen participation.

On another level the four sections organize the literature around five corresponding general questions: Why participate? Who participates? In what areas? Through what mechanisms are citizens participating? and, How can citizens participate more effectively?

This is obviously only one of many ways to organize this body of literature. In every classification scheme there will inevitably be some areas of overlap. However, with 16 chapters (and in many cases subsections in a chapter) it did not seem useful, or even possible, to attempt any cross-referencing. Instead readers are urged to make use of the Author, Topical, and Geographical indexes in the Appendix. In each case the Author, Topical, or Area listing is indexed to the number of the annotation, rather than the number of the page. This should eliminate all guesswork. All annotations are numbered consecutively.

Nature of the Annotations

The annotations in this volume are not abstracts or summaries. In most, we attempted to provide a substantive guide to the contents of the work, citing some of the major subjects discussed. In general, the works we considered most significant have longer annotations. We did not attempt to prepare critical reviews, but did not hesitate to express opinions about the significance or quality of the material whenever such opinions seemed to be warranted and helpful to the reader.

SECTION I

A CONSUMER'S GUIDE TO PUBLIC EDUCATION

Readings in this first section are selected as a background for informed citizen participation. They are intended to introduce readers to the issues, critiques, and some of the proposed solutions to the problems of public schools. While many of the selections raise issues that are dealt with more fully in subsequent sections, they provide readers with a basic understanding of such terms as accountability, community education, and "public schools of choice."

CHAPTER 1

SCHOOL PROBLEMS AND SCHOOL POLITICS: HISTORICAL AND IDEOLOGICAL BACKGROUND

The following readings represent a sample of various historical and contemporary trends, problems, and potential reforms of American public education. Our intent is to provide a representative sample of various opinions and perspectives. Many of the issues raised in these readings are dealt with more specifically in Sections II and III of this bibliography. The readings below generally discuss the past, present and future role of the "public" in public education. We have included only a few selections among thousands of possibilities.

A. Historical Background

1. Bowers, C.A.; Housego, Ian; and Dyke, Doris, eds. Education and Social Policy: Local Control of Education. New York: Random House, 1970.

   These four essays on different aspects of the issue of local control of education are each supplemented by two shorter replies. Because the book is of Canadian origin and the writers all active in educational reform in the United States and Canada, the points of difference between the Canadian and United States debates over local control are often emphasized and discussed; this is most useful. With viewpoints varying from moderately liberal to radical, the articles are all concerned with situating the issue of local versus centralized control in an ideological or political context.

   Seymour Martin Lipset, in "The Ideology of Local Control," gives the issues a larger historical and geographical perspective, outlining the contrast between such countries as France, Prussia, and Japan with historical centralized systems and the British tradition of the checks and balances of local control. He then focuses on America's historical development, tracing the familiar ideological circle--from liberal Jeffersonian localism, to liberal equal-rights centralism, to liberal commitment to community control. "Each system," he concludes, "has both positive and negative features." John Courtney replies by merely resituating the debate outlined by Lipset within liberalism itself and worrying about liberalism's weakening and destructive effects. John Andrews points out that there are other more pragmatic reasons behind the push for community control than a populist ideology.

   James Coleman's article, "The Struggle for Control over Education," traces the lines along which the local/national debate crystallizes;

it characterizes local influence as conservative and national control as usually liberal, championing minority rights. Of the two replies, the more useful is the one which compares our situation with the Canadian, where the Federal Government is essentially a mediating rather than a liberalizing force.

Jules Henry's article, "Is Education Possible?" is a cutting, often bitter polemic against American education as a perpetration of docility, blind patriotism, mass consumerism, narrowness, and fear, which all reinforce the militarism, materialism, and competitiveness of the American way. In this case, the commentators express shock at Henry's extreme views and try to temper them.

In "Status and Role Identity," Edgar Friedenberg criticizes the school as a credential giver. He sees these credentials as meaningless in terms of genuine skill or competence, but as guarantees of behavioral conditioning toward mediocrity, vulgarity, and compliance. He believes, as do the two commentators, that the schools fit the bureaucratized, depersonalized society they serve.

Bower's foreword to these four essays, a philosophical tribute to the enlightening powers of a humanist education, formulates the educational debate in terms of a conflict between political expediency and moral responsibility--a responsibility to the individual student to free him or her from all value systems and all reference groups and to teach him or her the inward autonomy that will give him or her total control over his or her acts and his or her life. Very much within the Socratic tradition of education toward self-knowledge, Bowers considers, therefore, that the goal of educational reform should be the attainment of freedom from all norms and values specific to a culture.

2. Callahan, Raymond. Education and the Cult of Efficiency. Chicago: University of Chicago Press, 1962.

Callahan evaluates the historic vulnerability of school administrators to public criticism; he believes that overreadiness to respond to demands has often contributed to unhealthy or irresponsible change in education. The response of the schools to the pressures of changing society (e.g., industrialism is seen as an influence on education) is traced through what Callahan calls the "efficiency era," in which education has come to be seen almost as a business which must be managed efficiently. He cites numerous actual instances which clearly illustrate his point and calls for a greater amount of professional and financial autonomy from the local scene (e.g., politics and economics) and for better education for school officials as two means of improving the situation.

The book is of major interest in its emphasis on the growth of an enormous bureaucracy and mechanization of the educational system. By inference, it is a plea for greater citizen participation to help combat the influence of "the cult of efficiency" on education.

3. Campbell, Roald F., and Layton, Donald H. Policy Making for American Education. Chicago: University of Chicago Press, Midwest Administration Center, 1969. 106 pages.

This is a short, readable and quite informative research monograph on the changes since 1960 in educational policymaking. It is best read as a concise survey of the trends, laws, programs, and court cases (all described, cited and summarized in terms intelligible to lay people) that led to increased Federal and State role in educational policymaking. This historical background is provided in the first three chapters. Chapter 3, "Increased Nationalization of Educational Policymaking," focuses on the Federal role. Chapter 4 contains case studies of school segregation in Chicago, the 1967 school teachers' strike in Detroit, and a textbook controversy in California (1966-67). Each of these highlights the political nature of educational decisions. Chapter 5 consists of a series of 13 recommendations. None of them focuses explicitly on citizen participation; most have to do with improving information sharing and administrative coordination between local, State, Federal, and private foundation efforts to improve education.

4. Cohen, Sol. Progressive and Urban School Reform: The Public Education Association of New York City, 1895-1954. New York: Bureau of Publications, Teachers College, Columbia University, 1964.

This book provides the beginnings of an understanding of the impact of progressivism and reform on the New York City schools. By looking at one of the foremost champions of reform, the Public Education Association, Cohen is able to point out the fundamentally political nature of progressivism. His documentation of the links between school reform movements and municipal reform movements puts progressivism in education into a helpful perspective. It is only with this kind of perspective that the PEA's demands to keep politics out of the schools can be understood.

Cohen's contention is that the PEA's main concern from 1914 to the time the book was written was the preservation of social order and social stability. These concerns explain the upper-class composition of the organization, its conception of the school as a legatee institution with responsibility for the prevention of juvenile delinquency and social maladjustment, and, perhaps most importantly, the organization's tendency to work with the professionals it was so instrumental in putting into power rather than to continue its role as a muckraking citizen's advocate.

This book, therefore, is not about citizen politics in the general sense, nor about parent and community participation in the schools. It is a book about how the elite organized itself into a vigorous interest group capable of exerting tremendous pressure on the schools of New York City. It is also a contribution to the difficult task of separating honest fears from misguided solutions, and genuine humanitarian ideals from class-based notions of social control. At all times, it is the story of how the transformation of the schools took place, with increasing professionalism of school administration and erosion of popular democratic control. In general, this book places the ideals of a child-centered pedagogy and progressive concern for educational reform in their political context, amidst the competing visions of the oligarchical elite and Tammany Hall.

5. Collins, Raymond et al. Public Action for Powerful Schools. New York: Columbia University, 1949.

   This book reports the findings and conclusions of the Committee of Fourteen of the Metropolitan School Study Group from New York City and its environs. The Committee presents a concise guide for administrators, school boards, and teachers on how to involve the "lay community" in public education. It has emphasized that participation from nonschool people is essential for public education and the upholding of the democratic principles of the United States.

   It is interesting to read this report in its historical perspective. Many of the suggestions for participation proposed in this report are still lacking in most school systems today. What is labeled in this report as "lay participation" can be easily translated into the more contemporary term "community participation." The main orientation in this report is the encouragement to the school boards, administrators, and teachers to go into the community, establish relationships, and bring the community into the school.

   This report seems simplistic in its approach to the community. And, its style of presentation is a bit unsophisticated. Its main value is to give to the reader and student of citizen participation in education a series of recommendations thought to be important in 1949.

6. Cremin, Lawrence A. The Transformation of the School: Progressivism in American Education, 1876-1957. New York: Alfred Knopf, 1962.

   This seminal work marked the beginning of the reexamination of American educational history. While many books have gone beyond Cremin in specific areas, none seem to have covered the scope of materials and issues that Cremin has. Cremin situates progressivism in education in the heart of the progressive movement as a whole. The intellectual currents of the time--science, Darwinism, and an infinite faith in human potential--all contributed to the development of the schools, and Cremin weaves the intellectual and socioeconomic threads together masterfully. The book's greatest contribution, however, may lie in its explanations and speculations concerning the demise of progressivism after World War I. While the pre-1917 world is well covered, the postwar development of the "progressive impulse" presents greater problems for historical analysis.

   Cremin's largely successful attempt to find the roots of competition, differentiation, specialization, and professionalization within the rationalization movement, and his understanding of the demise of the democratic impulse in education are among the most interesting points. The overall historical sweep of his analysis remains the best introduction to the history of modern American education. The radicalism of early prewar progressivism flowed into a more cautious individual-centered progressivism in the 1920's, a movement concerned far less with social reform than with individual education and peace with capitalism. The book provides an unusually valuable background for more specific reading about citizen participation in the schools.

7. Cronin, Joseph M. The Control of Urban Schools: Perspectives on the Power of Educational Reformers. New York: The Free Press, 1973.

   This interpretive history of the last century of urban school reform, which concentrates on governance and actual power within the system, traces the city school board as a governance structure from the beginning of centralization, 1850-90, through the reorganization movements of the 1890's and the era of efficiency, the first two decades of this century. Cronin examines the subsequent quest for stability in governance, ending with World War II, and the attempts since the war to curb the power of the mayors. This blends into attempts in the last decade and a half to return control to the community.

   In the light of this historical experience, Cronin evaluates proposals for urban school reform. He suggests recent reformers favored either community control (smaller units with considerable autonomous power) or, on the other hand, larger units such as metropolitan school districts. In between lay the "federation model," or "two-tier" system of governance. After analyzing the difficulties facing each of these divergent approaches, Cronin notes that current tensions result, first, from the development of political insulation of school bureaucracies and a recent militancy on the part of staff groups and, second, from the civil-rights movement and subsequent minority-group pressures. Cronin closes with his own recommendations for State-level actions and projections for the future, especially (1) the addition of other levels of government (particularly higher ones) to the local level of governance, and (2) mounting parental pressure on the school systems to dissolve the political insulation of teachers. Cronin stresses the probability of some form of voucher system as a result, instead of decentralization.

   Many of the data come from 14 large-city school systems, each of them, as of 1964, a member of the Great Cities Research Council for School Improvement. The book is immensely valuable as a foundation for understanding the current structure of power in urban school systems.

8. Greer, Colin. The Great School Legend. New York: Basic Books, 1972.

   This detailed history focuses on the relationship between the American schools and society's structures and goals. The author debunks the foundation legend of American schools--the assumption that education through the schools has been and is the route out of poverty, effective and accessible for all. Greer emphasizes the purely rhetorical nature of this legend and discusses the reality of the schools' relationship to social reform. He believes that a transformation of society could be possible through the schools if reality were faced and overblown rhetoric abandoned.

9. Guthrie, James W. "Public Control of Public Schools: Can We Get It Back?" June 1974, 7 pages. (Available from Editor, Institute of Governmental Studies, 109 Bernard Moses Hall, University of California, Berkeley, California 94720 - free.) ED 100 025.

   This short paper discusses the history and the future of public control of schools. Citing the turn-of-the-century reforms which consolidated the professional domination of schools, Guthrie concludes by looking at some promising reassertions of popular sovereignty: the voucher system in Alum Rock, California and School Site Management in Florida.

10. Guthrie, James W., and Skene, M. "Education Power Shift - 11: Local Control Gives Way." Compact 8, No. 2 (1974) pp. 17-20.

   Three major trends are identified which escalate States' involvement in educational policy decisions: a growing politicization of education; an increasing erosion of lay control in local districts; and the growing likelihood of more centralized systems of school finance based on court rulings in favor of more equalized spending in rich and poor districts. The authors discuss the diminution of lay control as a result not only of schools' being drawn into the political sphere, but also of urbanization, school district consolidation, and growing teacher militancy. They offer, based on these trends, the possible challenges facing educators in this realignment of authority, and discuss the roles of the legislature, administrators, and teachers in that process.

11. Jensen, Glenn. "Better Schools When Public Participates." Phi Delta Kappan 37, No. 2 (1955) pp. 77-83.

   Jensen chronicles citizen participation and involvement programs in the early and mid-1950's. Stressing "learning by experience" for lay citizens, he foresees greater interest and support of the schools if community members are well-informed and active in school affairs. Areas of citizen involvement include PTA groups, businessmen, individual volunteers, sex education curriculum development, and curriculum evaluation.

12. Katz, Michael B. Class, Bureaucracy and Schools: The Illusion of Educational Change in America. New York: Frederick A. Praeger, 1971.

   As one of a number of recently published books by revisionist educational historians, this book should be seen in relationship to the broader work of William Appleman Williams, Gabriel Kolko, James Weinstein, Robert Wiebe, and Stephen Thernstrom. The school's primary historical function, for Katz, has not been to equalize society, but rather to socialize the children of the working class to be "orderly, industrious, law-abiding, and respectful of authority." He does not explain how or why the schools gained such unquestioned power over people's imaginations, but he does document how the schools mediated between the existing class structure and the various demands of industry at the expense of any serious social change.

   Providing a useful historical background for proponents of citizen participation and community control, the book is particularly good in its discussion of the piecemeal development of bureaucracy, professionalism, and standardization of administration--and, perhaps more importantly, the rationalizations accompanying each step.

13. Koerner, James D. Who Controls American Education? Boston: Beacon Press, 1968.

    In this excellent simple discussion of such major controversial issues in American education as Federal control vs. local control and the professional vs. the layperson, Koerner evaluates the various forces and powers at work in education, analyzing their strengths and weaknesses, their educational philosophies and influence, and their future orientations. Among the areas covered in depth are: the role of the three branches of the Federal Government, government and boards of education on the State level, the NEA and AFT, national testing and accrediting associations, private foundations, profit-oriented educational enterprises, and citizen-organized advisory and pressure groups.

    In considering decentralization and local control, Koerner provides thoughtful insights into the problems and possibilities of real lay control in the community. He argues that citizens have neither the information nor the political leverage necessary to counterbalance the monopolistic power of national professional organizations or State and Federal policies, programs, and funds. He contends that it is the superintendent who wields the real power on the local level and that school boards are often too preoccupied with housekeeping details, or else not informed or confident enough to engage in serious policymaking.

    Koerner questions both the authority and validity of the professional powers in education, arguing for a return to common sense so that the experts will execute rather than determine the decisions that should be made by the public. The author does foresee reform and change in the educational establishment as a result of nationwide assessment programs, interstate policy committees and a better informed, more active citizenry.

14. LaNoue, George R. "Political Question in the Next Decade of Urban Education." Teachers College Record 69 (1968) pp. 517-28.

    The author briefly examines six alternatives to present public school systems, which are now suffering from lack of public support. These alternatives range from private to public solutions and to sharing a middle ground. The author predicts a movement for parent or community control as well as increased involvement of the mayor in educational decisionmaking, as a response to the factionalization created by decentralization.

15. Polley, John W.; Loretan, Joseph O.; and Blitzer, Clara F. Community Action for Education. New York: Bureau of Publications, Teachers College, Columbia University, 1953.

    The Bronx Park Community Project was a limited experiment in local autonomy and decentralization that took place in New York City in the 1940's and 1950's. This work examines that project from 1949 until 1952, or from its inception until it was fully functional. The book describes the attempt to combat the increasing distance between decisionmaking and the local public.

The project's central task was to ascertain the community's areas of interest, develop recommendations for lay participation, and then determine the possibilities of enacting such participation within the context of existing administrative structures. The work combines the story of this project with theoretical observations pertaining to the experiment. The report is useful from an historical point of view.

16. Ravitch, Diane. The Great School Wars. New York: Basic Books, 1974. 449 pages.

This exhaustively researched book is a history of the public schools as an arena of social change. The study focuses on New York City between 1805 and 1973. Beginning with the establishment of the first free schools by post-Colonial philanthropists, Ravitch traces the transfer of responsibility for education--from the hands of the clergy to educators to administrators to, ultimately, the community--in a highly detailed and interesting narrative. Each major reorganization, she believes, was the result of intense political struggle coinciding with an enormous wave of new immigration. The public school was the battleground for the philosophical disputes of the new and the native populations; none of the issues raised in these "wars" has ever been permanently settled.

The first great school war occurred in the 1840's when Catholic clergy (boosted by a wave of Irish immigrants) sought public funding for their parochial schools. The free schools were run at that time by largely Protestant philanthropic societies, using public funds for school expenses. Catholics saw the nondenominational orientation of these schools as an affront to their religion and fought for the right to teach their children their way. In the end, a publicly controlled system was established--a development neither side had sought--and the Catholic Church lost its fight for a share of the public money, turning away to create a system of its own.

Centralization became the major issue in New York's school war of the 1890's as reformers tried to replace local lay school boards with a strong centralized bureaucracy. The initial intent of this reform was to take the politicians out of education and to replace them with professional educators. The chiefly Protestant reformers, reasserting their dominance over the city school system, sought to form the immigrant population in their own image, asserts Ravitch.

Growing out of the movement for centralization and of admiration for the accomplishments of American business, came a third period of controversy. The second decade of the 20th century brought a war for "efficiency," an era of "experts." Upper-class reformers lobbied for space- and money-saving systems, such as the Gary plan (or "platoon system") of William

Wirt. Immigrant parents were suspicious of the plan; schools were portrayed by reformers as efficient educational factories. The political clash over this issue ousted the reform mayor who had imported the plan, and crushed the possibility of its implementation.

The immigration of Southern blacks and Puerto Ricans into the city in the decades following World War II, brought the integration movement and then a militant crusade for community control by this new immigrant population. This movement echoed the separatist demands of Catholics in the 1840's--corroborating Ravitch's thesis that change in the schools comes from political struggle between new and native groups. The great school war of the 1960's ended with the passage of the 1969 New York City Decentralization Law.

Ravitch concludes that the issues brought to light in New York's great school wars--the same issues being debated in the rest of the Nation--cannot be conclusively resolved. The tensions that create them, she contends, are an integral dynamic in American political, social, and cultural life. The American concept of lay control of public education will continue to place the schools at the center of social conflict, while attempting to recognize and reconcile the cultural differences of its community.

Extensive notes, a bibliography for each section, and a large index supplement the text. Much use is made of contemporary materials.

17. "Review of 1956: Citizens' Groups." School Executive 76 (1957) pp. 70-71.

This article lists a large number of activities undertaken by citizens' groups in 1956. While the activities are only briefly summarized and are not analyzed in detail, they may give the reader an idea of citizen participation methods of that period.

18. Tyack, David B. The One Best System: A History of American Urban Education. Cambridge: Harvard University Press, 1974.

This is a readable, informative book on the history of American education in the 20th century. It begins with a discussion of 19th-century rural schools which served as the models for the first urban schools and concludes with a discussion of the contemporary contest for control of urban schools. Along the way are a discussion of urban schools' response to the immigrants of the early 20th century (with a nice parallel to contemporary struggles for cultural pluralism and bilingual education), and a survey of the roots and consequences of early 20th-century reforms and professionalization of urban schools. The latter is amplified by case studies of that process as it occurred in several cities. The major focus is on the cycles of reform-innovation-retrenchment and the competing, historical and contemporary attempts to define and institutionalize the "one best system."

19. Wood, Diane M. "A Case Study in Local Control of Schools: Pittsburgh, 1900-1906." Urban Education 10, No. 1 (1975) pp. 7-26.

This historical case study is designed to answer the question of to what extent local control brings about improvement in education and in "public confidence in education." Citing the lack of unambiguous contemporary data, the author chose to look at an historical example of local control: Pittsburgh's decentralized school system, c. 1900.

That system was subsequently (1906) centralized and professionalized in response to upper-middle-class progressive reformers' charges that local control meant patronage, lack of standards, and intracity inequalities in the quality of education. Wood's research was designed to test the validity of those charges. The data, consisting of minutes to local district board meetings, revealed that those charges were substantially correct. In most cases job qualification standards were nonexistent. Most meetings concerned patronage and charges-countercharges of fiscal irregularities. In 1906 the reformers won and children, especially in working-class districts, did get a "better education" but local residents lost control. Wood argues that a system of checks and balances between the central and local authority is a better solution than complete community control.

The precise nature of this balance is not spelled out. Presumably, fiscal authority and personnel policies would remain centralized. But the data are ambiguous. There is no empirical indicator of "responsiveness". The only definition of "quality education" seems to be lack of patronage and fiscal irregularities. At its best, the research can only vindicate the claims of the reformers (in one upper-class district local control did not mean patronage, etc., etc.). It does not, given the limitations of a case-study approach, settle the original question or support the author's more general conclusions. On the other hand, the study is interesting. Though directed at a professional audience, the presentation of the data is not technical; it is anecdotal rather than statistical. It is useful for historical background.

20. Zeigler, L. Harmon, et al. "How School Control was Wrested from the People." Phi Delta Kappan 58, No. 7 (1977) pp. 534-40.

The authors provide a well-documented and thought-provoking thesis about the political evolution of American public schools. In line with other revisionist historians they document the effects of "good government" reforms, school-district consolidation, and scientific management in depoliticizing and taking the "public" out of public education. However, Zeigler and his colleagues go beyond the revisionists and describe the contemporary situation as one in which the boundaries of school policy are set by "courts and distant (i.e., State and Federal) government bodies." The intervention of the latter, though prompted by efforts at social reform and equity, is said to have had the effect of further insulating the schools from local public control.

B. Ideological Background: A Survey of Opinions

21. Becker, Howard S. "The Teacher in the Authority System of the Public School." Journal of Educational Sociology 27 (1953) pp. 128-41.

    Becker's paper discusses the authority problems of the urban public school teacher. Only the first section, entitled "Teacher and Parent," is germane to citizen participation in education.

22. Blyth, Donald J. "Working with Parents in Disorganized Urban Community Areas." National Elementary Principal 36, No. 1 (1957) pp. 68-73.

    The principal of the Brainard School in Chicago examines the problem of deteriorating school-community relations in urban areas that are undergoing rapid economic and social changes. Having described the community "symptoms" of lowered residential desirability, crime, and broken homes and the school "symptoms" of increasing discipline problems and diminished pupil readiness for school learning, he argues that the school officials must first understand, accept, and adapt to the changing realities of local conditions, then redouble efforts, especially through the PTA, to strengthen school-community contact and cooperation.

23. Bortner, D.M. "Educational Policy in Public Policy." American School Board Journal 152, No. 2 (1966) p. 62.

    Reviewing the role that is legitimately left for professionals, this short article points out implications for professional educators of a democratic placement of power with the people. Bortner's implications are that (1) the level of educational programs is always tied roughly to the level of public sentiment; (2) relations between school and community must be two-way; (3) the public has a right to a role in curriculum determination; (4) parent and lay advisory groups, and independent citizens' committees must have an important role in policymaking.

24. Cass, John. "Who Speaks for Education?" Saturday Review/World, 21 September 1974.

    In this editorial, the author speaks of the various types of citizen involvement in education that have occurred in the past decades and which led up to formation of the National Committee for Citizens in Education. He explains the types of action this new committee has undertaken and reports on studies and booklets it has published. In general, this article advertises the organization as a means for citizens to get involved in educational work.

25. Cave, Ronald G. Partnership for Change: Parents and Schools. London: Ward Lock Educational, 1970.

    While this work is concerned with the British school system, many of the situations considered closely parallel American ones. The author is an ardent proponent of parent participation in education. Using the growth of compulsory education in Britain as a framework (a growth which he narrates in historical detail in the first chapter), Cave, an educator in England, outlines the reasons for increased parental involvement. He discusses how the task of education has become so complex that it is no longer encompassed within the context of the school. He lists and analyzes recent trends in education, including tne movement toward citizen participation. He cites concrete examples of what parents have done to help in the schools and suggests what else can be done. He explains to teachers why it is in their interest to enlist the help of parents and recommends various ways to involve recalcitrant parents in school activities.

The book is not a complicated, scholarly work; rather, it is an operative manual designed for both parents and school officials. Of course the work is most useful to those concerned with citizen participation in Great Britain, but the advice offered seems almost equally applicable to many American communities if one makes allowance for certain differences, such as racial complications, between the two societies. An added value of the work is the chronological outline it follows, suggesting what both the schools and parents can do at each age to further the development and education of the child. This continues all the way to the career advisory functions when the student leaves secondary school.

26. Citizens, Businessmen, and Educators: The Elements to Better School-Community Relations. An Occasional Paper of the Institute for Development of Educational Activities, Dayton, Ohio, 1972. ED 075 892 26 pages.

    This is a report of a seminar on better school-community relations. It consists of reports presented by and representing the viewpoints of the seminar participants including a citizen, businessman, and educators. The consensus was that schools and education were to be perceived as a total community effort.

27. Cunningham, Luvern L. "Community Involvement in Change." Educational Leadership 27 (1970) pp. 363-66.

    This article, directed toward professional educators, discussed some of the problems of educational bureaucracies and the need for school-community cooperation in order to accomplish change.

28. Cunningham, Luvern L. "Trends and Issues in Client Demands and System Responses." Paper presented at the annual meeting of the American Educational Research Association, Los Angeles, California, 8 February 1969. ED 029 357.

    Client systems are groups of students or citizens with a stake in the institution of education, who depend upon it, and who are motivated to take some action in its regard. Teachers make up a third system with a professional interest in education. Each system is a complex of subsystems or subgroups with contradictory as well as complementary expectations. Growing dissatisfaction with the level of teacher performance is reflected by the increasing struggle for participation in the affairs of schools by the two client systems and the professionals. Recommended school system responses to these pressures include (1) opening up to a consideration of subsystems' needs, (2) dealing positively with problems of client-system linkages, and (3) utilizing contemporary rational decisionmaking procedures. (Annotation prepared by ERIC.)

29. Dady, Milan B. "Improving School-Community Relations." Journal of Research and Development in Education 5 (1972) pp. 91-94.

To improve school-community relations, Dady says that educators must strive to remove the causes that have contributed to the public lack of confidence in the schools and must return to the simpler face-to-face relations that school people once had with lay people. Schools must become less monolithic; school issues must be explained in such ways as to be comprehensible to lay people; parent participation must be encouraged; and the harmful myths of the past must be discarded.

30. Danforth Foundation and Ford Foundation. The School and the Democratic Environment. New York: Columbia University Press, 1970.

This book summarizes papers presented at a conference called by the Danforth and Ford Foundations to explore how schools could better prepare young people to be active citizens in a democratic society. The conference, stimulated by the high school student activism of the late 1960's, revolved especially around two themes: the relevance of curricula to the world outside the classroom, and the contradiction in preaching democratic values within an excessively authoritarian and dehumanizing system. The report's special interest for citizen participation in education lies in the second theme, for implicit in the conference discussions was the need for a democratic and open system of participation before education can claim to inculcate participatory values.

31. Deschler, Betty, and Erlich, John L. "Citizen Involvement: Evolution in the Revolution." Phi Delta Kappan 54, No. 3 (1972).

The authors comment on historical cycles of local control vs. professional domination of public schools and argue that community involvement and community control represent a continuum, not a dichotomy, and real power is only obtained with an effective collaboration between the community (including students) and the school in all the decisionmaking processes. These arguments are illustrated with examples of successful and cooperative school-community collaboration in Detroit.

32. Estes, Nolan. "Marshalling Community Leadership to Support the Public Schools, Fastback Series No. 35." Phi Delta Kappa Educational Foundation, Bloomington, Indiana, 1974. 34 pages. Available from: Phi Delta Kappa, 8th and Union, Box 789, Bloomington, Indiana 47401. $0.50.

This booklet examines the problem of gaining public support for the schools. It examines the leadership role of the school superintendent; discusses integrity, accountability, and decentralization; and explains some methods of building support among community leaders. The publication closes with a summary of the steps taken by the Dallas school district to educate its superintendents and other municipal decisionmakers about the unforeseen consequences of previous decisions, on the interconnections of future actions, and on the necessity for cooperation. (Annotation by ERIC.)

33. Eye, Glen C. "We the People." Journal of Educational Research 68, No. 9 (1975) pp. 341-46.

In this article, the author advocates closer ties between the community and its school system. He states that accessibility and closeness between community and school system encourage the community's free expression of its concerns, in a unique relationship within the American political system. Eye warns that the current strategy of citizen groups seeking advice from other governmental agencies in dealing with their school systems encourages destructive power struggles.

He maintains that compromise is not a sign of weakness; differences between local groups, he believes, should be resolved by accommodation. He warns against the special interest groups that disorient the whole process, creating the expectation of conflict even before it begins. Eye concludes that we need to believe in each other, in an "old-fashioned" populist conception of local solidarity and trust.

34. Fantini, Mario D. "Community Participation: Many Faces, Many Directions." Educational Leadership 29 (1972) pp. 674-80.

Here the various forms of community participation--for public relations, instructional support, community service, crisis resolution and accountability, and school governance--are described. Distribution of power in educational decisionmaking is also discussed.

35. Fantini, Mario D. "Community Participation: Present and Future Patterns." Journal of Education 58 (1976).

The thesis of this paper is: "While both lay and school persons are unified in their belief in community participation, they are divided as to the means of implementation." Fantini's contribution is a typology of modes of citizen participation. Citizens participate as: (1) clients-recipients of a service; (2) co-producers, e.g., aides, school support; (3) as consumers. In the last category, there is a subcontinuum ranging from "consultation" to "control". This can be compared and paralleled to Sherry Arnstein's levels of participation. Basically citizen influence seems to be the greatest when citizens participate as consumers and in institutions that involve sharing in control. Like all typologies, this is more thought provoking than factually informative. Moreover, Fantini's useful typology belies his original thesis. It appears that the commonly held "belief in community participation" is merely rhetorical.

36. Fantini, Mario. What's Best for Children. Garden City, New York: Anchor Books, 1974.

The author sees children as caught between the newly emergent power of organized teachers and increasingly organized parents. After discussing with some sympathy the rise of both of these new power groups, Fantini proposes a peace treaty and a consensus on "what will be best for children." Such a consensus would recognize: (1) that in the last third of the 20th century schools should respect and nurture cultural and ethnic differences, and (2) that schools should accommodate the varying demands and perspectives of parents. The solution is a schools-within-schools concept, an approach which would accommodate different educational philosophies and teaching styles, and allow for parent exercise of consumer choice within the public schools system. This proposal is spelled out in more detail in Fantini's Public Schools of Choice (see the annotation in the section on "Educational Alternatives").

37. Fantini, Mario D., and Young, Milton A. Designing Education for Tomorrow's Cities. New York: Holt, Rinehart and Winston, 1970. 160 pages.

This book gives an overview of U.S. educational systems as ones which are (1) necessarily limiting due to conformity in role definitions and task delineation of students, faculty, and administration, (2) have attempted internal reform through racial balancing programs, system decentralization, and community efforts through established machinery for parent participation in nondecisionmaking capacities. The author cites Fort Lincoln New Town in a case study of a new system development to identify two major consequences of such an endeavor: (1) formation of a "balanced community," and (2) planning of and for a culturally integrated "educational community" within the classroom.

The authors offer an analysis of which social and academic skills are being taught to students in traditional schools compared to what skill levels are being aimed for in an alternative system such as FLNT. Specifically, there is a curriculum focus on growth in social participation and the utilization of "multiple resources" in alternative systems.

The general organization of the educational system should begin with a Community Education Council, the authors suggest, and staff organization should be aimed at maximizing parent and community contact. The authors argue that with community education systems, "decisions made by people who are closest to the action" are ones which are most likely to be fully executed. Similarly, they build a case for on-the-job teacher training.

For anyone interested in the variety of models of sample programs congruent with FLNT objectives and system organization means, the appendix suggests subsystems (mother-infant program, adult education, occupational training, etc.) as well as Task Outlines for operational development of proposed programs.

38. Fantini, Mario, and Weinstein, Gerald. Making Urban Schools Work. New York: Holt, Rinehart and Winston, 1968.

The authors begin their look at urban schools with an examination of the impact of the urban environment upon adults and children. They claim there is persistent stress imposed upon city dwellers because of such intensive social realities as overcrowding, crime, and an oversized bureaucratic system. The three "human issues" considered are identity, affiliation, and power and competence. As the authors argue that the city environment adversely affects these vital issues, the question is then posed: How should the urban school deal with these social realities and counteract the effect of modern city living?

In order to make the schools more responsive to the needs of the public, Fantini and Weinstein propose a redefinition of the educational process. At present, cognitive development dominates the educational system. The authors suggest instead that it is only one of three vital goals of education, the other two being "personal talent and interest identification and development" and "social action and exploration of self and others." This "three-tiered" school, with new emphasis on social action, affective, and interpersonal training, must work in close conjunction with the community in order to develop the talent and resources for the program's success. Not only must parents participate fully in the educational process of their children, they also can constitute a "fourth tier" by using the school as a community center for recreational, cultural and political purposes. The authors are optimistic that the two movements--toward decentralization and progressive education--are beginning to converge, and, together, represent real hope for urban schools.

39. Gentis, Herbert. "Towards a Political Economy of Education: A Radical Critique of Ivan Illich's 'Deschooling Society.'" Harvard Educational Review 42, No. 1 (1972) pp. 70-96.

Gentis disagrees with Illich's consumption analysis of the economy, society, and education. While agreeing with the analysis of commodity fetishism, Gentis offers an approach emphasizing the production orientation of society which maintains present educational aberrations as necessary preconditions for maintenance of capitalist social relations. In other words, the schools are not guilty of "manipulative socialization" nor of forcing people into certain values and ideas. Schools are simply one link in the chain; any real change in the schools will have to situate educational socialization in the context of broader capitalist social relations. This article is an extremely well-written and thought-provoking Marxist analysis of the position of schools in society. It is an easily read and useful critique and rebuttal of Illich's call for an end to schools.

40. Goldhammer, Keith. "Citizen Participation and Criticism of Education." American School Board Journal 132 (1956) pp. 27-28.

The author begins by divorcing the small minority of destructive critics of education from the immense majority of constructively concerned citizens. It is on matters involving this latter group that he wishes to concentrate, specifically on the need to countervail the decrease in citizen participation that has emerged as a result of the continued expansion and increased professionalism of the educational system. After generally citing benefits to be expected from a return to increased citizen participation, he proposes a generalized three-point program. The essence of this program involves the individual school system's concocting means by which to better inform and motivate the citizens, thus facilitating their involvement.

41. Goldhammer, Keith. "School Administrator and His Community." American School Board Journal 134 (1957) pp. 35-37.

After first tracing the historical development of America's schools from simple, locally controlled institutions to complex, State-controlled and highly professionalized systems, the author examines psychological sources of potential conflict between the professional school administrator and local community members. He proposes three very general techniques to avoid such conflict: (1) increasing citizen participation, (2) expanding the flow of information about the schools to the community, and (3) avoiding paternalistic attitudes on the part of administrators.

42. Green, Thomas F. "Schools and Communities: A Look Forward." Harvard Educational Review 39, No. 2 (1969) pp. 221-52.

The author attempts to look at the possible future relations between "schools" and "communities", between "professionals" and "citizens", and generally between "educational change" and "social change." He analyzes the forces of continuity in our present urban educational world and suggests that the question can not be, "Dare the schools build a new social order?" because they will not be able to; but rather that it must be "Dare the social order build a new system of schools?" The answer is not optimistic, but at least it is, for Green, the right question.

43. Gross, Ronald, and Gross, Beatrice, eds. Radical School Reform. New York: Simon and Schuster, 1969.

A collection of essays by individuals with various experiences and perspectives on education, this book evaluates the present educational systems as destructive of individual growth and suggests ideas for radical reform. The premise of the articles is that the present goals as well as methods of American schools are invalid. The range of focus and perspective of these articles is from the case study and general observation to theoretical and practical suggestions and demonstrated alternatives.

Two articles pertain to student participation:

"Autonomy and Learning." Friedenberg, Edgar.
Recommendations for student participation in educational decisionmaking.

"A Student Voice." Montgomery County Student Alliance.
This is the impressive report of a high school student group, presented to the Montgomery County, Maryland, Board of Education in 1969. It is a critical evaluation of the defects of

the educational system as these students experienced it and a request for meaningful changes, including many involving student action/control.

One article pertains directly to citizen participation: "The Community-Centered School," by Preston Wilcox.

44. Guskin, Judith T. "Making Conflict Collaborative." Paper presented at the Annual Meeting of the American Educational Research Association, Chicago, Illinois. April 1974. ED 095 040. 11 pages.

Guskin's article is very useful background information on the evolution of the school system in America. She notes that the historical goal of the school system was de-ethnicization of immigrants. While some immigrants thought these goals were discriminatory and unfair, they had little voice and no power. The wealthier people withdrew their children from public school, away from the "immigrants", thus developing a segregated system. However, Guskin notes that things are beginning to change. Teachers in the system are demanding more voice in decisionmaking; minority groups are pressuring the system for change; and parents are becoming more involved. Students are also dissatisfied: "Obedience, drill, cleanliness, de-ethnicization and moral education do not seem likely to please 20th-century students, as educational goals, and they express their displeasure by joining the revolt of the client." This suggests that there is a need for real dialogue and not just token efforts to evolve change:

> Hopefully we are more willing to recognize the necessity of citizen involvement with its accompanying conflicts so that differences will not be suppressed and legitimate procedures will be established to educate citizens, help them create alternatives viable for their children, and help us to bring about needed changes and reconciliations of conflict.

45. Haring, Roy J. The Role of the Superintendent in the Interrelationship of School and Community. New York: Bureau of Publications, Teachers College, Columbia University, 1953.

This book presents the results of conference group discussions associated with a 1952-53 Pennsylvania school project initiated and sponsored by the Pennsylvania Association of District Superintendents and the Cooperative Program in Educational Administration, Middle-Atlantic Region. It discusses a wide spectrum of considerations including suggestions as to how the superintendent can encourage public interest in the schools, the importance of teaching and of teacher participation in community activities, learning how to utilize community resources, the role of PTA's and how such organizations should be dealt with, school boards and how they can be induced to operate so as to increase parent participation, and how to create lay committees to advise on specific problems.

Written from the point of view of the superintendent, this book is designed to help develop his or her understanding of the possibilities and responsibilities of the office. Examples from participating school districts are presented.

46. Haubrich, Vernon F., ed. Freedom, Bureaucracy, and Schooling. Washington, D.C.: Association for Supervision and Curriculum Development Yearbook, 1971.

In these articles, which constitute a wide-ranging analysis and indictment of the shortcomings of school bureaucracy today, the authors examine this bureaucracy in the light of the humanitarian and idealistic motivations conspicuous in the history of American education. The book as a whole relates to any consideration of participation in the schools; some articles will be especially useful. Arnstein's chapter, "Freedom and Bureaucracy in the Schools," sets the issue of freedom in a political context, arguing that a democratic nation must provide settings in which growing children and youth can democratically participate in the formation and carrying out of significant purposes. Cody, in "The Administrator Looks at His Practice," develops the case for accountability for schooling, including planning-programming-budgeting systems (PPBS) and voucher systems. Gittell, in "Supervisors and Coordinators: Power in the System," analyzes the degree to which the administrative hierarchies in schools actually make policy and the concomitant limitation of the power of school boards. She analyzes the move to decentralize, suggesting that the establishment of a new balance of local community participation and the ability of the professional staff to evaluate its new roles may well determine the future of urban schools. Macdonald develops a picture of the idea vs. reality in schools and society in "The School as a Double Agent." He predicts a widening gap between the democratic ideal and school reality, which is now subservient to a monolithic technological system. Finally, in "Does the Common School Have a Chance?" editor Haubrich reviews many of the persistent bureaucratizing elements in society, indicates the positive and negative features of schooling patterns, and suggests possible courses open to educators.

47. Havighurst, Robert J. "Metropolitan Development and the Educational System." The School Review 69, No. 3 (1961) pp. 251-67.

In the light of the continuing exodus of upper- and middle-class people from the inner city, Havighurst proposes a wide-range plan of "metropolitanism" in order to permit every individual the maximum freedom of choice of opportunity to better his or her living conditions. Within a plan for redesign and renewal of urban areas, Havighurst calls for a metropolitan school system with an areawide educational authority over both urban and suburban schools; however, local boards would have basic control over community schools. More specific proposals include: integration of schools, work/study and vocational programs, community junior colleges, and adult education.

48. Havighurst, Robert. "The Politics of Big City Education." Paper presented at the Annual Convention of the American Association of School Administrators, Atlantic City, New Jersey, February 1976. 12 pages. ED 117 855.

Havighurst observes that the "crisis in public education" is a part and parcel of the more general "urban crisis." School problems reflect urban problems. He suggests that we try to separate the problems generated internally by the school system and the "external" problems generated by the urban crisis. School administrators are urged to face up to these external problems and incorporate the various interests and groups into school policymaking.

49. Herndon, L.E. "How to Make the Most of Your Parent Power at School." Parents Magazine. August 1975.

Herndon, past President of the National PTA, eloquently pushes parents into taking an initiative in discovering how their children's school runs. They should use PTA as a vehicle to participate in the decisionmaking process. Along with PTA meetings, parents must also attend school board meetings and become involved with other community groups involved with education. She feels that it is both a duty and privilege to see that schools meet the needs of children.

50. Hoke, Gordon. "Involving Parents in Programs of Educational Reform." Education Resources Information Center Clearinghouse on Early Childhood Education, Teachers College, Columbia University, 1968.

In discussing the problem of involving parents in programs of educational change, it is noted that comprehensive programs of parent involvement in public education will cut across social-racial-economic lines in the community. Precautions to be remembered by those engaged in school-community endeavors are given: (1) "Reality" for the individual is determined by what his or her reference group accepts as reality; (2) the significance of the informal ties between an individual and his or her peers also means that even first-hand experience does not automatically create correct knowledge; (3) programs designed to bring about a change in behavior must lead to the active involvement of individuals in the dialogue concerning the planning and execution of these programs; and (4) this crucial element of personal involvement is reflected in such areas as voluntary attendance, informality of meetings, and freedom of expression in voicing grievances. It is concluded that to the extent that educators can work with, through, and for new combinations of Federal and State government funds, foundation assistance, and local parent groups, they may be able to accomplish something of lasting benefit for modern society through the development of a school system more attuned to the needs of this country.

51. Howe, Harold, II. "Community Interest: Participation and Partnership." Vital Speeches 35 (1969) pp. 178-80.

The former United States Commissioner of Education addresses chief State school offices and asks their help in enlisting participation in education by the community. He emphasizes that money is not enough for educational improvement and that, while citizen participation will create controversy, it is worthwhile, pointing out that in wealthier areas, there is some degree of participation already, but much less in poor areas.

52. Howe, Harold, II. "Should Educators or Boards Control Our Public Schools?" Nation's Schools 78, No. 6 (1966) p. 30.

First defending the placement of control of educational systems with lay people, Mr. Howe then offers suggestions for improving the educator-lay person relationship; these include decentralization of boards in urban areas and encouragement of increased participation by lay people.

53. Janowitz, Morris. Institution Building in Urban Education. New York: Russell Sage Foundation, 1969. 128 pages.

This book is a general survey of education in the context of urban problems with particular emphasis on poor and minority areas. Before schools can become part of the solution, they need to redefine their mission, their institutional structure, and their programs. Janowitz argues for programs that are sometimes described as "community education": outreach programs and strategies to utilize existing neighborhood resources such as clubs, churches, businesses, etc. The argument is based on published and unpublished studies of experimental programs in urban education.

54. Jordan, Roy U. "What Makes a School Board Effective or Ineffective? Someone Who's Been on the Firing Line Tells All." American School Board Journal, July 1974, pp. 33-35.

The author, president of the Board of Education of Emporia, Kansas, argues on the basis of a survey of school superintendents that most school boards suffer from lack of information and isolation from their community. Stating that the fundamental obligation of the school board is to gather the total perspective, systematically and equitably, of the community and apply it to education, Jordan advocates that, to be effective, the school board must work systematically and scientifically to determine what the community wants, to evaluate thoroughly and objectively the functioning of the school system, and to gather facts through polls of parents, students, and teachers.

55. Kimmel, Carol. "Putting the Public Back into Public Schools." National Elementary Principal, March/April 1976, pp. 33-35.

This is a short and polemical piece. Kimmel (National PTA President in 1975-77) is urging school principals to nurture, revive and stimulate local PTA's into a renewed affiliation with regional and national PTA's. She interprets the crisis in education as revolving around the question of "who is to control the schools." Since ultimately the school belongs to the public, parents need to have a more effective voice in the ensuing battle over control. Unfortunately, that battle, or at least the terms of that battle, are decided at the State and national level. Hence, there is a need for a parent organization at State and national levels. This is an important point that needs more development. However, the author does not specify whether "public" means parents (as direct consumers of education) or taxpayers in the community. Although there is considerable overlap between the two categories, there is always a potential source of conflict between the two.

56. Lieberman, Myron. "Let Educators Run Our Schools." Education Digest 25 (1959) pp. 16-19.

Lieberman calls for a more centralized educational system. He believes that a national system of education is inevitable and will minimize the chaos extant in our democratic system. He also feels that the professional should be allowed a great deal of latitude in the performance of his or her role. The two concepts--professional autonomy and increased centralization--are, to his belief, linked and desirable.

57. Litwak, Eugene. "Linking School and Community." National Elementary Principal 54, No. 5 (1975) pp. 35-40.

Directed primarily at educators, this is a more general rather than factual or practically specific discussion of school-community linkages. After reviewing a variety of perspectives, especially professional educators' misgivings, about community involvement, the author opts for the so-called "balance theory." Educators/experts and parents/lay people are seen to have complementary roles in the educational process. This is followed by a set of proposals about the attitude changes (on the part of educators) and programs (initiated by school personnel) necessary to establish school-community links.

58. McCall, T.D. "Urban Neighborhood Influences on High School Administration." School and Society 99 (1971) pp. 172-74.

The author denounces the current nebulous, ill-defined relationship between the educational administrator, the educational polity, and the community. He examines the theoretical confusion surrounding dealings between the educator and the public which have been put forth, and discusses enounced philosophies which might help define guidelines.

59. McPherson, R. Bruce. "Administrators and the Inner-City Increase of Power." School Review 78, No. 1 (1969) pp. 105-13.

The former associate superintendent of the School District of Philadelphia begins his discussion of community-professional relations with the claim that power is not finite or shared, but rather that the development of the community will create more power for all participants in the governance of local schools. McPherson argues for greater receptivity and leadership on the part of school administrators to include the community in policy and school affairs, because the lack of community involvement to date reflects both the reluctance and lack of initiatives of administrators and the difficulty of effective community leadership. Established community organizations and local universities must reduce their influence and encourage real community participation on a wide scale.

60. Marburger, Carl L. "The Role of the Citizen in Education." Journal of Teacher Education 26 (1975) p. 24.

This article analyzes the current lack of public participation in education and offers concrete suggestions to help improve the situation. The author, who is a senior associate of the National Committee for Citizens in Education and a former New Jersey Commissioner of Education, first describes some of the myths that the "Institution" seems to be espousing, such as claiming that the more money spent on education, the better; compulsory schooling is necessary; and schooling always leads to success. He then describes five of the most critical issues that he sees today in education: institutional rigidity--which is the structural inability to adapt to changing necessities; inequitable funding; racism; failure to involve learners; and lack of citizen participation. He believes that responsible change can be effected and a harmonious balance struck between the interests of the profession and those of the people by "honest give-and-take instead of programmed bombast."

From his own experiences on the "battlefields of New Jersey," he suggests the following mechanism for citizen control: "Courts of Education" would be established with judges and hearing examiners, having expertise in education, assisting a jury of citizens in arriving at fair decisions based upon the evidence presented. In this way educators would be increasingly called upon to justify the evidence used in making such decisions as to how a child has been tracked, why he or she has passed or failed, on what grounds a teacher has been certified, etc. With regard to collective bargaining, the issues of salaries or working conditions could be presented in this type of court before a jury of citizens in which the facts, data and interpretations would be weighed and a verdict rendered.

61. Ostrom, Vincent. "Education and Politics," in Social Forces Influencing American Education, Nelson B. Henry, ed. Sixtieth Yearbook of the National Society for the Study of Education, part 2. Chicago: University of Chicago Press, 1961.

What, Ostrom asks, are the proper relationships between an educational system and a political system in a democracy? In the course of an answer to this, he examines the conceptual foundations of both education and politics in man's cultural experiences and examines the interrelations of the educational and political systems in any society. Finally, in seeking a resolution for the problem of designing the government of education in a democracy, Ostrom assesses contemporary conditions in the politics of education; considers the basic assumptions in democratic theory on communication of information and knowledge in a political system, as they bear on the organization of an educational system in a democracy; and attempts to describe what constitutes proper and improper demands which educators and political decisionmakers might make upon each other.

62. Passow, A. Harry, ed. Education in Depressed Areas. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

In July 1962, Teachers College, Columbia University, sponsored a two-week Work Conference on Curriculum and Teaching in Depressed Urban Areas, inviting scholars and professional educators from 24 cities. This book, edited by a professor of education at Teachers College, contains the papers that served as the basis of discussion at the conference as well as introductory and concluding articles by the editor. Much of the material is dated; however, the following articles are included separately in this bibliography:

Ravitz, Mel. "The Role of the School in the Urban Setting."

Havighurst, Robert J. "Urban Development and the Educational System."

Saltzman, Henry. "The Community School in the Urban Setting."

63. Perrone, Vito. "Parents as Partners." Urban Review 5 (1971) pp. 35-40.

Perrone reviews the desirability of parent participation, then presents various alternatives (including parent councils and listening centers) which might be used to foster parent involvement.

64. Reller, Theodore L. "We Have Been Learning How to Co-operate." In Citizen Cooperation for Better Public Schools, Fifty-third Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1954.

This article briefly outlines the increasing role that parents and laypeople have played in the educational system. Reller discusses the historical progression from the town meetings of the 18th century, the unwieldy school boards of the 19th century, the origins and development of voluntary public education associations and citizens' commissions, to the National Congress of Mothers and the PTA. Emphasis is placed on continuing cooperation and citizen involvement in order to ensure progress and innovation in public education.

65. Salisbury, Robert H. "Schools and Politics in the Big City." Harvard Educational Review 37, No. 3 (1967) pp. 408-24.

This provocative article suggests that direct political-system control of the schools might be more effective in making the schools sensitive to and instrumental in social change. The traditional view of a unitary school system was based on a vision of the schools as an essentially integrative force in a diverse society. Now it would seem to make sense to acknowledge the differences--especially race and class--and tailor education to the diverse needs of the urban population. Placement of the schools in the political world would successfully acknowledge the already political nature of urban education.

66. Stern, Aaron. "Aims and Goals of Parent-School Interaction." National Elementary Principal 36, No. 1 (1957) pp. 294-302.

The author, then on the staff of Yale University's Child Study Center, emphasizes that the quality of a school reflects the level of parent-school interaction in the community. Because educational concerns now deal with the development of the "whole child," the specific need for the school to understand the community setting is recognized. The school must accept and work with the community in order for the community to accept and work with the school; only then will a valid educational environment for the children be developed. Stern calls for real parent input and decisionmaking, not just placation of the public and forming an organization to "yea-say" present school policy and programs.

67. Sullivan, Neil V. "How Did We Lose the Wheel? Or: It's Time for a New System." Saturday Review, September 1972, p. 67.

Starting with the premise that our public school systems are not working, Neil Sullivan outlines a new model for school governance that combines elements of decentralization, community control, and accountability. Based on a plan developed by the late Senator Robert Kennedy in 1963 for Prince Edward County, Virginia, Sullivan's system incorporates several levels of local and regional boards of education that determine policy. School administrators, selected by the boards, would be held directly accountable for the progress of the schools in terms of the objectives set by the governing boards. Sullivan also maintains that teachers, students, and parents' committees must be involved both in setting policy and evaluating the performance of the school and administrators.

68. Toffler, Alvin. The Schoolhouse. New York: Frederick A. Praeger, 1968.

This book includes transcripts of speeches given at a conference held in Stanford in 1968 of government officials and authorities in sociology, psychology, education, civil rights, architecture and urban planning. Other relevant articles are included.

The foreword emphasizes that the focus is on the physical facilities and their impact on education programs as well as on the relationship of school and city. The premise is that children are influenced by their immediate local environment. Three chapters summarize briefly master plans for physical plants in three large cities--Brooklyn, Pittsburgh, and Baltimore. In sections entitled "The City," "The System," and "The Schoolhouse," Toffler deals with the problems of the city, the social needs to be filled by the school, suggestions for different ways to integrate the needs of the community, and the psychological needs of children within the structure of the school system, whether it be based on decentralization, community-centered schools, alternative schools, education clinics, education "parks", combined occupancy of the same land site by education and other public or private facilities, or learning centers.

69. Werthheim, S.H. "Myth of Local School Control." Intellect 102, No. 2351 (1976) pp. 55-60.

A "revisionist-revisionist" history of American education, this piece argues, by analyzing the 19th century educational/professional journals in Ohio, that local and lay control of public schools was never a reality. The trend toward professionalization and professional domination of school policymaking began as soon as schools became "public".

70. West, E.H. "Home-School Relationships." Journal of Negro Education 36 (1967) pp. 349-52.

This editorial stresses that among the educational changes which should be further explored to improve the performance of disadvantaged children, attention should be given to devising more and stronger ways in which the home may be actively involved with the school. The author examines the historical tradition of schools' attempts to correct home deficiencies and the effects this attitude has had upon school personnel, then calls for a reversal of past behavior with respect to parent participation.

71. Wicher, Brian. "Parent Power in Schools: A Tory Proposal." Commonweal, October 1974.

Wicher is skeptical of parent power and the scope of change it can actually implement. He maintains that education officials are the only power group capable of objective evaluation and recommendations. The Tory slogan of "parent power," he believes, serves only to maintain the dominance of the middle class in the control of education--diverting resources from those who need them more and concludes that the most vital change necessary is the allocation of greater funds for public education.

C. Accountability

72. The Accountability Project: Community Evaluation of School Programs. Three-Year Report of the Minneapolis Accountability Project. 1972-1975, Research and Evaluation Department, Minneapolis Public Schools, 1975.

This report summarizes the goals, membership, methods and results of a three-year, privately funded accountability effort that emphasized citizen involvement in evaluation school programs. At the time the report was published, the Board of Education had decided to finance the Accountability Project as a part of the city's school program, reinforcing its effectiveness and the commitment of the school system to citizen involvement in educational change. Other citizen groups searching for a model will find clear, concrete examples of the project's methods for addressing school effectiveness.

The Accountability Project produced a number of reports during the three years it operated as an independent project. At the end of 1975, the School Board voted to fund the project (at a reduced budget) and to maintain the project as an independent effort with the same Advisory Board structure and membership. Other reports produced by the Accountability Project included:

- Pupil Progress Reporting
- The Use of Teachers' Skills
- Basic Skills Programs

* Curriculum Development Procedures in the Minneapolis Schools

Evaluation reports are available from: Director of Research and Evaluation, Minneapolis Public Schools, 807 Northeast Broadway, Minneapolis, Minnesota 55413.

73. Annual Report for 1975-1976 on the Educational Accountability Accreditation and Accountability Services Unit, Colorado Department of Education, Denver, Colorado, 1977.

This report has been included in the bibliography because it provides clear, readable information about how one State is implementing its accountability program. Though written for the Governor and State Legislature, this report's style and content make it a useful resource for the general public. It focussed on the following:

(1) the extent to which the Educational Accountability Act is being implemented in Colorado;

(2) the ways in which the Department of Education and State Accountability Advisory Committee have assisted local districts in implementing the law;

(3) the extent to which the accountability process has led to program improvements and improved pupil performance;

(4) an analysis of Colorado pupil performance in mathematics and reading.

74. Berlin, B.M. "Performance Contracting--What Can Be Salvaged?" in Accountability for Teachers and School Administrators, Allan C. Ornstein, ed. Belmont, California: Fearon, 1973. pp. 106-19.

Performance contracting has been tried by some communities as a way to operationalize and institutionalize "accountability". The author reviews the research on performance contracting (based on a 1972 OEO report) and questions the effectiveness of performance contracting. First, it does not seem to have brought any improvement in students' cognitive learning. Second, evaluating the performance of performance contracting is even more hazardous than the measurement of student learning. However, there is an overlooked and unmeasured side effect of implementing performance contracting; it seems to be positively correlated with increased parent participation. This finding is based on the author's observation of one school in Gary, Indiana.

75. Buchan, William. "Educational Accountability: The Parents' Role." Education 93, No. 1 (1972) pp. 22-25.

Written by an educator, this piece argues that contemporary notions of educational accountability are too narrowly defined. Proposing a distinction between "schooling" and "education", it goes on to suggest that we see parents as full partners in the educational process. For the author, this means that parents are equally accountable with the school for the education of their children. However, he does not pursue the practical implications of this argument.

76. Coombs, Arthur W. Educational Accountability: Beyond Behavioral Objectives. Washington, D.C.: Association for Supervision and Curriculum Development, 1972. $2.50.

Arthur Coombs is a humanist educator who makes a strong argument against a narrow, behavioral objectives approach to measuring the effectiveness of school systems. He analyzes the practice, history, and assumptions behind the movement for accountability and presents a humanist perspective regarding the goals of education. He points out that learning involves gaining new information and discovering its personal meaning. His critique of current accountability practices claims that too much emphasis is placed on reflection and action related to meaing. This report is a good resource for citizens concerned about how accountability can incorporate affective as well as cognitive learning goals, and about how it can address broad, complex goals of education as well as those easily measured.

77. Davies, Don. "Toward a New Consumerism." In Accountability for Teachers and School Administrators, Allan C. Ornstein, ed. Belmont, California: Fearon, 1973. pp. 126-35.

Davies explores the ramifications of increased parent-consumer sophistication and its effects on education and, more specifically, on accountability. Accountability is said to mean:

> ...a participatory process through which the schools and community can judge what schools can and should do, decide what conditions and resources are needed for them to function effectively, and determine whether or not their objectives have been achieved.

As a participatory process, accountability requires the involvement of all affected parties, i.e., students, teachers, school administrations, school boards, parents, taxpayers, and their representative groups and it means that its operation and implementation is to be determined by the individual school and community and not by some predetermined national standards.

The key focus of this article is the necessary and consequent change in attitude on the part of public schools' staffs. To this end, it reports and summarizes the efforts of the U.S. Office of Education to set up teacher centers as agents of educational renewal. These bring together representatives and perspectives of educational researchers, Federal and State agencies, teachers and the community. The result would be flexible, participatory community-level pool of resources, expertise, and perspectives to make accountability work. This article does not, however, give any detailed information on how these "teacher centers" do or might work in the field.

78. DeNovellis, Richard and Arthur J. Lewis. Schools Become Accountable: A PACT Approach. Washington, D.C.: Association for Supervision and Curriculum Development, 1974. $3.50.

Written for education professionals, this booklet provides a compelling argument and clear plan for conducting an accountability program by implementing a participatory planning effort through the Planning Accountability Team (PACT). The authors see PACT as a way to improve the quality of education and increase public confidence in the schools by planning for change through cooperative action of professionals and citizens. The PACT model for accountability stresses local school-based activities. The authors provide a step-by-step description of the process and discuss some of the problems and special considerations to be faced in implementing each phase of the process. In some cases, technical terms are used and not fully explained (e.g., "Q" test), but references to other resources which do explain the concept of process in question are provided. This resource provides a good overview of one accountability process which involves the community.

79. Educational Technology 11, No. 1: Accountability in Education (1971).

The entire issue covers a wide variety of aspects of accountability.

80. Fantini, Mario D. "Needed: Radical Reform of Schools to Make Accountability Work." In Accountability for Teachers and School Administrators, Allan C. Ornstein, ed. Belmont, California: Fearon, 1973. pp. 121-28.

This article challenges the notion that accountability goes far enough to meet the general loss of public confidence in schools. Not only should educators be held responsible for their work, but they should make available a greater variety of educational opportunities. Consequently, Fantini proposes an "internal voucher" plan permitting teachers, parents, and students to develop programs within each school which meet what they themselves feel are their particular needs.

The problem with American public education is that it "is a monolithic means for achieving a common set of educational goals...the public schools offer a rather uniform educational diet to the diverse consumers ...the single set of teaching goods and techniques handicaps many students and teachers." The solution is "Public Schools of Choice." This notion is explicated via seven ground rules (pp.125-26). These express goals and philosophies and do not go into how participation, choice, and democratic decisionmaking are to be institutionalized. A more specific list of examples of educational alternatives which can be implemented within existing resources and administrative structures can be found on pp.126-28, e.g., "educational options."

81. Knezevich, S.J. "Accountability and Why It Shouldn't Panic You." American School Board Journal 159, No. 9 (1972) pp. 62-65.

In this readable discussion of the "new" accountability and step-by-step outline of what is involved in developing a plan of accountability, the author distinguishes the "new" accountability as a desire to hold schools responsible for results as well as for how money is spent.

82. Krystal, Shiela, and Henrie, Samuel. Educational Accountability and Evaluation, PREP Report No. 35, United States Office of Education, Washington, D.C.: Government Printing Office, 1972.

This excellent paper is a thorough examination of the issue of accountability and evaluation, with recommendations and case study illustrations. Defining the ambiguous rubric of "accountability" as a "philosophy of responsibility" or as the introduction of "system" into the educational process, the authors discuss the system theory of education, which, like that of product- and process-oriented organizations, includes the elements of input, transformation, output, and feedback. The development of valid and useful feedback mechanisms through educational evaluation is at the crux of the accountability issue.

The changing ideology of the schools is traced from "sink or swim" responsibility, solely placed on the students' shoulders, to the "mastery learning" or "zero-reject" approach, in which the school is held responsible for the academic success of each child. Although they are certainly in favor of accountability, the authors do have several important caveats, including the danger of reductionism in evaluation and the resistance of the present educational establishment.

At the heart of the accountability concept is educational evaluation. An insightful discussion of present techniques and hazards of evaluative methods is presented, with great emphasis on further development of evaluative instruments. Among the types of evaluation mentioned are formative, summative, and cost-benefits assessment. The need for clear and definite value and goal setting is stressed as the basis for valid evaluation attempts.

Several models of accountability programs are presented and discussed in detail. They include the well-known performance-contracting model, the voucher system, the external educational program audit, and systems analysis. The pros and cons of the above models are argued, and case studies of five projects are given.

The paper also contains extensive and valuable bibliographies on all facets of the accountability issue.

83. Lessinger, Leon M. "Accountability in Education." In Resources for Urban Schools: Better Use and Balance, Sterling M. McMurrin, ed. New York: Committee for Economic Development, 1971.

This article, a summary of Lessinger's book, Every Kid a Winner: Accountability in Education (see item #84, following), calls for a "proof-of-results" policy in public education. The commitments that educators and society have made in education have not been matched by feedback mechanisms and methods of evaluating if those commitments have been achieved. Lessinger calls for the competitive market process to enter education.

School boards would hire commercial firms to fulfill "performance contracts," with specified objectives, such as reducing the dropout rate within a certain time period--and only if the program succeeds would the firm receive full payment. Incorporated in the plan is the use of an "independent accomplishment audit" to determine the program's results and a method of assuming the program under the school's regular administration after the contract period ends.

He also discusses other issues such as the need for more Federal funds for educational research and development and the "Producer-Consumer School District Contract" by which one school system can share a successful program with other interested districts. He proposes a voucher system in which private performance contracts can be made between individual parents and educational institutions. Finally, he calls for the foundation of a society to study and promote the idea of accountability in education.

84. Lessinger, Leon M. Every Kid a Winner: Accountability in Education. New York: Simon and Schuster, 1970.

Leon Lessinger, former U.S. Associate Commissioner of Education, presents a cogent argument for the concept of accountability in education and outlines a detailed implementation plan. Lessinger would rely on professional and expert control of actual programs in schools; however, local communities would have authority over the experts and would set goals and policies. The author claims that, at present, neither the methods or objectives that promote accountability are found in the professional bureaucracy running the schools. His detailed proposal for a technology of "educational engineering" would create a competitive market in education, so that consumer checks on quality and cost would operate as they do in the commercial sphere.

Lessinger proposes that local school boards determine what needs they have and, with the assistance of a professional support and management group, accept bids and plans from commercial education firms to contract for evaluation of performance. An integral element of the plan is the "independent evaluator," who would judge the program's success in measurable "output" terms. The provider firm would receive full payment only if its program succeeded according to present goals and criteria. If the program is a success, it would be incorporated into the school's own curriculum and budget at the end of the trial period. The author discusses the need for research and development money in education and how to finance his proposal on a national level.

Lessinger provides a case study of the widely publicized antidropout program in Texarkana. He then emphasizes the need for cooperation between the lay community and professional educators, for the new educational technology that he foresees will require not only the expertise of the professional, but also a sound decisionmaking process and control on the part of the public.

85. Levin, Henry M. "A Conceptual Framework for Accountability in Education."

Occasional Paper 72-10, School of Education, Stanford University, September, 1972.

In an effort to establish a valid theoretical foundation for the accountability movement, Levin analyzes and discusses the concept of "accountability," exploring four basic models: performance reporting, a technical process, a political process and an institutional process. The first two models concern how to measure actual achievement and promote better achievement in schools, and the final two deal with the larger questions of "to whom and for what?" are the schools accountable. Levin believes the four models to be a result of the different values and experience of the educational theorists.

A proposal for an ideal accountability system is forwarded, with a discussion of the difficulties of implementing such a program in the current school system structure. True accountability requires the following steps: (1) clear formulation of education goals, expectations, and priorities by the public, (2) communication of these goals to the educator, (3) implementation of appropriate and effective programs under the expert guidance of the educator, (4) long- and short-term evaluation of the programs, and (5) feedback of results to both the educator and the public. Levin argues that such a model is an impossibility because of the present structure of American schools. He believes a total reorganization of educational governance and process is necessary if the schools are to be held accountable for their actions by the tax-paying public.

86. Lieberman, Myron. "An Overview of Accountability." Phi Delta Kappan 52. No. 4 (1970) pp. 194-95.

This brief article by the guest editor of the Kappan's issue on accountability is a very general overview of the question. Lieberman distinguishes the two present models of accountability: (1) the "proof-of-results" model, and (2) the consumer-choice model, and claims that if the public schools cannot prove that they are upgrading the education at a reasonable cost, then alternative options will begin to develop to give the individual family the choice of where to send their children to school.

87. Long, Carroll A., and Rose, B. Keith. "Community Involvement in Educational Accountability." Phi Delta Kappan 54, No. 2 (1972), inner cover.

The authors describe the model program devised by Phi Delta Kappan's Commission on Educational Planning, which involves community members, teachers, administrators, and students in a goal-setting workshop. The goals of the program, "Educational Goals and Objectives: A Model Program for Community and Professional Involvement," include setting priorities, increasing community participation and communication, improving program planning, and involving many groups in educational assessment.

88. Lopez, F.M. "Accountability in Education." In Accountability for Teachers and School Administrators, Allan C. Ornstein, ed. Belmont, Calif.: Fearon, 1973. pp. 65-77.

The author discusses some misconceptions underlying many accountability programs and the reasons for their failure. The major reasons are said to be: (1) that goals are never clearly stated; and (2) that there is often never a clear consensus and commitment to these goals. Consequently, accountability should be based on a "charter" containing a statement of the specific purposes and goals of the school system. Participants in this charter agreement include not only the school administration and various school personnel, but also parents and community members. An example of a charter and the six steps involved in its implementation can be found on pages 70-71. The charter itself would be formed, negotiated and ratified by a communitywide school-community council acting as a constituent assembly.

89. The Minneapolis Accountability Project 1972-1975: Three-Year Report. Minneapolis, Minn.: Minneapolis Public Schools, Department of Research and Evaluation, June 1975. ED 115 672. 52 pages.

This is an evaluation report of the Minneapolis Accountability Project, a program to allow the community to evaluate existing school programs which are locally funded. This program establishes a two-way communication between schools and community, institutionalizes expressions, concerns, complaints, etc., of community residents and provides findings and proposals for educational change. The latter were provided by "community evaluation committees," made up entirely of volunteers who researched topics selected by a citizen advisory board. This evaluation report describes and summarizes five reports of those committees on (1) pupil progress reporting in the Minneapolis schools; (2) use of teacher skills; (3) basic skills; (4) curriculum development procedures; and (5) community participation.

90. Oscarson, J.M. "Community Involvement in Accountability." Journal of Research and Development in Education 5 (1971) pp. 79-86.

This article details the structure of the Indianapolis Model Cities School Program, in which citizen participation became a fully incorporated factor. The emphasis falls entirely on the organization of the new administrative structure; thus charts are provided to indicate its hierarchy and its way of operating. The article would be of value to those interested in the mechanics of implementing large-scale citizen participation.

91. Ornstein, Allan C., ed. Accountability for Teachers and School Administrators. Belmont, Calif.: Fearon, 1973. 135 pages.

This is an edited anthology of articles written by educators and educational sociologists on the concept of the problems and possibilities of accountability. The articles range from statements of opinion (Lessinger, Fantini, Davies) to programmatic proposals (Popham, Barro, Lopez, Martin and Blaschke) to surveys and evaluations of accountability experiments (Mecklenburg and Wilson, Berlin, Tyler, Stake). There are however no detailed case studies of accountability. The contributors do not all share a consensus on the utility of accountability. Some say it has not or will not work: others say that accountability per se, via performance contracting, does not go far enough to meet a "new consumerism" in education. This mix of perspectives and the mix of opinion and research makes this a thought-provoking book. It is organized into six sections. Roughly, the first and last sections contain varying statements on the utility of accountability; the second section deals with the issue from the perspective of teachers. The third, fourth and fifth sections deal with the problems of operationalizing "accountability." The third section surveys various proposals and methods of institutionalizing accountability; the fourth deals with "performance contracting," and the fifth with the problems of measuring performance. What follows is a list of articles organized around the topics that would be of most interest to our readers:

Statements of opinion: L. Lessinger, "The Powerful Notion of Accountability," p. 3; R.J. Havighurst, "Joint Accountability: A Constructive Response to Consumer Demands," p. 17; and H.W. Dyer, "Toward Objective Criteria of Professional Accountability in the Schools," p. 37.

"Accountability" does not/will not work: D. Seldon, "Productivity, Yes. Accountability, No," p. 21: H. Grobman, "Accountability for What?" p. 28. (The above come from the perspective of teachers); and R. E. Stake, "Testing Hazards in Performance Contracting," p. 106.

"Accountability" does not go far enough: M.D. Fantini, "Needed: Radical Reform of Schools to Make Accountability Work," p. 121, and D. Davies, "Toward a New Consumerism." p. 129.

Practical proposals: S.M. Barro, "An Approach to Developing Accountability Measures for the Public Schools," p. 37; F.M. Lopez, "Accountability in Education," p. 65; and R. Martin and C. Blaschke, "Contracting for Educational Reform," p. 89.

Research, surveys, and evaluations of accountability experiments: J.A. Mecklenburg and J. Wilson, "Learning C.O.D.: Can Schools Buy Success?" p. 79; B.M. Berlin, "Performance-Contracting--What Can Be Salvaged?" p. 94; and R.W. Tyler, "Testing for Accountability," p. 106.

92. Wass, Hannelore. "Educational Accountability Here and Abroad." Educational Leadership 29 (1972) pp. 618-20.

This article deals with the problem of accountability and compares the demands for increasing "industrialization" (more input, better educational product, meeting standards set by agencies outside education) of American education, with the increasingly humanistic orientation of other Western countries.

93. Wood, G.S., and Seay, M.F. "Accountability and Evaluation as a Basis for Decision-Making." In Community-Education: A Developing Concept, M.F. Seay, ed. Midland, Michigan: Pendell Books, 1974. pp. 207-231.

This discussion of accountability is from the perspective of community education. After considering for what and to whom educators are to be accountable, the authors warn against the notion that accountability can be an end in and of itself. Such a notion presupposes that the goals are set once and for all. These goals, however, and the resources for their achievement are, for community education, in a constant mutual process of evolution. Having made this point, a brief survey of various evaluation-accountability programs in Michigan is followed by a more detailed description of a proposed accountability plan (p. 219 passim). This "plan" and the authors' emphasis that program accountability is no substitute for citizen involvement in the original design and implementation of education programs make this an interesting and useful chapter.

94. Wynne, Edward. "From Information to Reformation." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

The movement for "accountability" in education has grown tremendously in recent years, and Wynne's article reflects some of the best thinking on the issue. The lack of a realistic or adequate feedback system for school performance has hindered development of new roles for both devoted teachers and citizens. The push for such assessment programs must come from the lay community, because administrators have traditionally been hostile and defensive in dealing with the idea of public data on their schools' performance records.

Wynne calls for an "output measure" system of evaluation that would adequately determine the productivity and results of school programs and personnel; however, such evaluation efforts must be in a context of "community-designed testing programs" in which the local community decides on the educational results and objectives to be assessed. Such feedback programs would provide many benefits such as the revival of local school boards with real power, new coalitions of interested citizens with real information with which to work, and new incentives for innovation, variety, and new personnel in the schools themselves. Only if the public is provided with real information can it have a valid and powerful input into educational policy and programming.

95. Wynne, Edward. The Politics of School Accountability. Berkeley, Calif.: McCutchan, 1972.

This excellent conceptual work on school accountability, past, present, and future, examines accountability in an historical and interdisciplinary light, defining the concept as a set of arrangements that provide the public and school officials with accurate information about their schools' performance. Such information is a crucial element in school change.

The authors examine the conflict and interaction that must arise among a large cast of participants if progress toward successful accountability is to occur. They analyze and in some cases forecast the following aspects of accountability: (1) past, current, and probable future trends in output measurement; (2) the history of various efforts to develop accurate, precise feedback; (3) results and significance of past research; (4) the actual public impact on public school policymaking, including several significant historical cases (the common school movement of the early 19th century, the progressive education movement between 1895 and 1940, the post-Sputnik curriculum reforms of 1955-65, and school desegregation and compensatory education programs); (5) an historical survey of accountability in business practice; (6) the public's view of the role schools should play; (7) an analysis of other nationwide accountability movements; and, (8) predictions, recommendations, and a checklist of steps to promote school accountability.

The appendixes contain some illuminating case studies and commentary on education research. Also included are several valuable lists of references.

D. Ombudsman

96. Cochran, Leslie H. "An Ombudsman for Urban Schools." Bulletin of the National Association of Secondary School Principals 53, No. 335 (1969). pp. 57-64.

The "ombudsman" concept is here defined and discussed as one possible element in a program of administrative reform of school systems. The author includes an organizational pattern in which an ombudsman would be able to promote judicious reform.

97. Lachman, Sidney P. and Bresnick, D. "Educational Ombudsman for New York City?" School and Society 99 (1971) pp. 168-170.

This well-written, concise, and cogent article proposes in detailed and systematic fashion the creation of an office of educational ombudsman for the New York City school system. After first briefly summarizing the history of the ombudsman, with emphasis on the New York community, the authors list the functions that they feel an educational ombudsman might perform.

98. Sievert, W.A. "Ombudsmen at Work in Dayton." Saturday Review of Education, March 1973, p. 53.

The article discusses an intriguing organization--the Center for the Study of Student Citizenship, Rights, and Responsibilities--established in Dayton, Ohio, in 1972 under an OEO grant. The organization attempts to provide redress for those students who feel their rights have been violated, plans conferences with parents, issues publications on student rights, and encourages the formation of student boards of inquiry.

99. Werner, R.O. "Educational Tyranny and the Ombudsman." School and Society 95 (1967) pp. 391-92.

Werner suggests the adoption of an ombudsman system to protect all individuals connected with the schools from the occasional arbitrary and capricious tyranny inherent in any hierarchy. He specifically cites the vulnerability of teachers to an administrative system which often selects its own participants in a faulty fashion, and the lack of recourse of students who feel they have been wronged by individual faculty members.

CHAPTER 2

MINORITY PERSPECTIVES

This set of readings focuses on statements and documented evidence which reveal the experience of racial, religious, ethnic, and linguistic minorities in American public education. Since this topic overlaps with the listings in Chapter 6:B "Desegregation," and Chapter 9:A "Community Control," readers are urged to consult the Topical Index under: Minorities, Afro-Americans, Amish, bilingual education, etc.

100. Berube, Maurice R. "Black Power and Learning Process." Commonweal, 11 April 1969, p. 98.

Berube considers the failure of public education to educate black children as a product of the absence of factors building self-identity and in light of the failures of education as a means to economic improvement for blacks. He also discusses the possibility of the development of Jencks-Friedman style, publicly funded private schools.

This is one of a number of articles by Berube in Commonweal between 1967 and 1969 on New York City school politics.

101. Charnofsky, Stanley. Educating the Powerless. Belmont, Calif.: Wadsworth Publishing Company, 1971.

In this impassioned discussion of education for children from backgrounds culturally different from the dominant culture or norm in the United States, the author assumes that before success in education can be experienced, children of cultural diversity must begin to feel the power that comes from education supporting and reinforcing the value of their own ideas and feelings and cultural heritage, their membership in their own group. Chapter 5, "Power, Politics, and the Poor," touches on community participation in education in the course of discussing meanings of cultural integration.

102. "CICSB Urges More Control at Local Levels." Education Journal of the Institute for the Development of Indian Law 1, No. 8 (1973) pp. 7-12.

This piece is a position paper and policy statement of the Coalition of Indian Controlled School Boards, formed in 1971 as an alliance of community-controlled Native American schools. Citing the neglect and inequities of previous policies, the CICSB argues that the most effective way to improve education for Native Americans is to place the control and decisionmaking power in the hands of Indian people.

103. Clark, Kenneth. Dark Ghetto. New York: Harper and Row, 1965.

Dark Ghetto is a study of problems of black ghetto communities, written for the nonprofessional public. It originates from a report of the Harlem Youth Opportunities Unlimited (HARYOU) program. The author writes of the problems of living in a ghetto--Harlem, specifically--with the authority and vulnerability of personal experience. He recognizes his personal bias in the subject, however, and emphasizes that his goal is to understand the "human predicament."

Citizen participation discussed in Dark Ghetto includes the Civil Rights organization, the demonstrations, sit-ins and boycotts of the Civil Rights movement. The boycott is considered briefly as an efficient tactic for protest in education (pp. 209-10). The section on grassroots activity includes concrete details for citizen participation withing the community.

104. Cohen, S. Alan. "Local Control and the Control Deprivation Fallacy." Phi Delta Kappan 50, No. 5 (1969) pp. 255-59.

Cohen makes the crucial point that the attribution of black children's poor reading ability to "cultural deprivation" is a fallacy behind which professional educators and teachers have hidden for many years. He believes that the pedagogical techniques required to make marked improvement in urban literacy levels are available, but that neither the administrators or teachers have taken the initiative to use them, instead blaming the lack of progress on cultural disadvantages. Cohen claims that local control of schools, although no panacea, may provoke enough changes in the present State system to allow for some progress.

105. Costello, Joan. A Summary and Integration of Evaluation Studies Conducted in the Baldwin-King Schools Program, Vol. 3 New Haven: Yale Child Study Center, 1973.

The Baldwin-King Schools Program was a five-year joint effort of the New Haven school system and the Yale University Child Study Center. The goal of the project, which ran from 1968 to 1973 through funds provided by the Ford Foundation, was to improve the education of black inner-city students by concentrating not only on educational but also on social and psychological needs of the students.

One of the five main goals of the project was "development of patterns for sharing, planning and decisionmaking functions with parents and staff." The reasoning behind this objective was that if parents participated in the running of the schools, they would be more committed to quality education for their children. Parents and teachers were included in the steering committee, the policymaking organ, and on personnel and ad hoc committees. Workshops were held for information and education, and volunteer "room mothers" worked in the schools. In the five years of the project, parent involvement has markedly increased. In a random sample of parents, 90 percent reported positive feelings about the schools, and over 50 percent reported that they felt they were actually part of the school. The staff also reported increased participation in all levels of decisionmaking in the schools. Although not an example of community control, Baldwin and King schools do represent models for real parent involvement and participation in the urban educational process.

106. Day, D.E. and George, L.Y. "Effecting Change in Inner City Schools: Some Reflections." Journal of Negro Education 39 (1970) pp. 4-13.

The authors contend that the degree to which a school can become relevant to the urban disadvantaged and productive in furthering their needs is dependent upon its teaching behavior and style, its curriculum, and its degree of teacher participation in curriculum and school organization decisions. The authors then examine these factors as they relate to a large inner-city education improvement project. Theirs is a highly sociological and informative article, laced with valuable insights.

107. Epps, Edgar G., ed. Cultural Pluralism. Berkeley, Calif.: McCutchan, 1974. 180 pages.

Epps' thesis throughout this book was that integration is necessary to end white racism at both the individual and institutional levels. The introduction discusses various attitudes such as the issue of black and white separatism. Chapter 1 discusses the melting pot theory. Chapter 2 considers the Mexican-Americans in the educational system, and Chapter 3 discusses the Japanese-Americans in this same system. Chapter 4 suggests a way of making schools a vehicle for cultural pluralism. Chapter 5 considers community control. Chapter 6 examines the use of behavioral and social sciences in minority group education. Chapter 7 deals with the problem of the alienation of Afro-American children. Epps concludes the book with the following observation: "The achievement of cultural democracy will be attained when institutional change permits children to develop ethnic pride while acquiring a high-quality education." (p. 178).

This book is recommended for readers interested in the education of minorities or innovations in education systems.

108. Exemplary School Programs for Disadvantaged Minority Children. University of Connecticut: National Leadership Institute--Teacher Education/Early Childhood, 1974. 67 pages. ED 090 350.

This report presents data on 298,000 pupils in 230 school programs for minority children. Data are presented in tabular form exclusively and the following information is provided for each program: name, place, number of students, curriculum, test gains in I.Q. points, and test gains in achievement scores.

109. Fernandez, Irene. "Parental Involvement in Bilingual Education." Paper presented at the Pre-convention Workshop of the American Council on the Teaching of Foreign Languages, Boston, November 1973. 7 pages. ED 088 020.

The emphasis in this paper is on the obligation of the school to provide parents with information on the rationale, administration, and implementation of bilingual education programs. It suggests that schools use parents as bilingual aides and concludes with a set of activities and roles which can be open to these parent aides.

110. Getzels, J.W. "Education for the Inner City: A Practical Proposal by an Impractical Theorist." The School Review 75, No. 3 (1967) pp. 283-99.

The problem of misdirected and inadequate training for prospective educators of inner-city schools is the emphasis of this fine article. Getzels concentrates on what the university can do to provide qualified personnel for the inner city: preparation focused on inner-city teaching; the coordination of training programs between administrators, teachers and counselors; and the placement of staff in "cadres or role sets" in new inner-city schools. Another proposal is the "demonstrations and induction" school that would permit on-location experience and training for new personnel, and which would be a workshop for cooperative policy and planning by the university and the local public in order to create truly unified "school communities."

111. Gold, L.F. "School-Community Relations in Urban Ghettoes." Teachers College Record 69 (1967) pp. 144-50.

Ignorance and the prejudice of "generalized perceptions" of ghetto parents and ghetto school teachers about each other lead to noninvolvement by the parents in respect to education. The author shows how poor communication means that both the educational system and children suffer. As the social status differential between parents and educators would seem to be a problem, the institution and educators are seen as controlling the community, not vice versa, which, as Gold points out, certainly affects citizen participation by creating hostility. The article does not include suggestions for change.

112. Hamilton, Charles V. "Race and Education: A Search for Legitimacy." Harvard Educational Review 38, No. 4 (1968) pp. 669-84.

Hamilton's argument centers around the notion of political legitimacy. American education may become more effective for black people through integration and greater financial expenditure, but it will not become legitimate; the legacy of exploitation and alienation is too great. Legitimacy is only possible through the effective integration of a people into the decisionmaking process.

113. Haynes, Carrie Ayers. Good News on Grape Street: The Transformation of a Ghetto School. New York: Citation Press, 1975.

Written by the principal of a Watts area elementary school, this book is an inspiring description of that school's implementation of an open-classroom program. Haynes explains that the transformation of a rundown traditional school into a "model" alternative was made possible by the commitment of both staff and parents. Parents were involved in the original planning and continued to act as classroom aides and as volunteers on a "vandalism patrol."

114. Hoover, Mary E.R. Appropriate Use of Black English by Black Children as Rated by Parents: Technical Report No. 46. Stanford University: Center for Research and Development in Teaching, September 1975. 161 pages. ED 112 414.

This is a research report on parent attitudes toward the use of Black English in the classroom for instruction purposes, in the home, and in the community. The book has five chapters: (1) Introduction; (2) Review of the Literature; (3) Methods and Procedures; (4) Results; (5) Summary. The author concludes that:

> One of the most obvious findings of this survey is that Black parents interviewed do not "hate their language" as so many linguists and educators have assumed. They do have rules for the use of the several varieties of Black English based on domain, channel, and topic. They accept Africanized English in the listening and speaking channels, but not on the reading and writing channels. They accept Africanized English in the home and some community contexts, but generally not in the schools; they accept Africanized English in informal settings, but seldom in formal ones.

The appendixes (pp. 110-142) contain copies of the questionnaires and a 10-page bibliography.

115. Hostetler, John A. "Amish Schooling: A Study in Alternatives." June 1972. Paper prepared for the symposium on "Consequences of Implementing Alternative Schools" at the Society for Applied Anthropology Meeting, Montreal 1972. ED 065 658.

This paper summarizes the issues underlying the Amish conflicts with public school consolidation and the enforcement of extended compulsory school-age limits. It calls attention to a long-standing strategy for community control of schools contributing to the maintenance of a culturally divergent minority-group tradition. None of the traditional arguments in favor of school consolidation are acceptable. Amish society is localized, formal, and familistic. They are opposed to separating school from life. The Amish struggle to retain the school on a human rather than an organizational scale has centered around four main issues: (1) the location of the school; the Amish insist that their children attend schools located close to their homes, so that children can help with farm work and aspire to become farmers; (2) the training and qualifications of the teacher; in order to teach their way of life, the Amish want to have teachers qualified by their commitment to Amish values; (3) the number of years of schooling; the Amish want education in the basic skills of reading, writing, and arithmetic; and, (4) the content of education; the Amish basically object to having their children trained for a way of life that is contrary to their religion. The Amish have thus been able, through community discipline and support and protection of their children, to maintain cultural continuity and integrity and to remain a discreet minority, steadfast in their own vision of the good life. (Annotation by ERIC.)

116. Hughes, Orval D. "Project HEED, Title III, Section 306. Final Evaluation Report." Albuquerque, New Mexico: Southwestern Cooperative Educational Lab, September 1972. 54 pages. ED 091 126.

Project HEED (Heed Ethnic Educational Depolarization) involved over 1,000 Indian children in various reservations throughout Arizona. For its initial year, Project HEED had five major objectives: to improve reading achievement, affective behavior of teachers, student motivation (by means of an open curriculum), special education programs, and parent involvement in school community relations. All but the latter goal were determined to be the special needs of this Indian student population. The specific steps taken to achieve these objectives and the successes and failure of the methods used are described in detail. Data, primarily from standardized national tests, are presented in tabular form.

The evaluation did find improvement in reading scores, self-image of students, affective behavior of teachers, and in parent involvement--the latter on a very limited advisory level.

117. "Indian Participation in Public Schools." Social Education 35 (1971) pp. 452-65.

This article highlights the lack of Federal and State accountability with regards to dissemination of Title I funds. The research done includes interviews and documents from the Bureau of Indian Affairs, State and local officials, and parents within 60 districts of eight western states. The article discusses the problems of white bias towards Indian communities, the frustration of community members over inequalities in educational opportunities (specifically with funding) and the needs of communities. The authors also examine the Federal Government's efforts to assimilate Indian children into white culture, the Navajos' successful attempt to gain control over a community public school, and ways with which Title I money can be routed directly to Indian community needs instead of through secondary and tertiary channels.

118. Killer, Francis. "Jurisdictional Problems of Indian Controlled Schools." American Indian Resource Associates, Oglala, South Dakota and Navajo Community College, Tsaile, Arizona, 1974. 25 pages. Available from ERIC/CRESS, Box 3 AP, Las Cruces, New Mexico 88003.

As of 1970, some 300,000 Indian students were enrolled in schools (BIA regular, BIA contract, mission, community, off-reservation and on-reservation public schools). Funds appropriated for Indians under the Johnson O'Malley Act, the Elementary and Secondary Education Act, and the Indian Education Act have repeatedly been used for other than specifically Indian needs. The author argues that recommendations for legislative and/or bureaucratic revision will not accomplish anything until control of Indian education is given to Indians and until all monies appropriated for Indian education are funded through a single governmental agency subject to uniform regulations and a monitoring system to ensure Indian use of funds.

119. Kunreuther, Sylvia Clifford. "A Preschool Exchange: Black Mothers Speak and a White Teacher Listens." Children 7, No. 3 (1970) pp. 91-96.

The author, a preschool teacher at the Martin Luther King, Jr. Family Center in a Chicago housing project, selected eight mothers of children in her group and met with them weekly for an entire school year. Her intent was to determine the mothers' goals for their children, how they raised their children, and what thoughts they had about the school.

In this case, the mother-teacher conferences had a broader effect than was anticipated; the mothers, residents of a huge, alienating housing project, found others like themselves with similar frustrations and goals. This school group provided the foundation for other community involvement.

120. McCoy, Rhody A. "A Black Educator Assails the 'White' System." Phi Delta Kappan 49, No. 8 (1968) pp. 448-49.

This polemical attack, written by the former unit head of the Ocean Hill-Brownsville demonstration district, strongly denounces the white educational system and the control of white educators over the lives and futures of black school children. McCoy praises the new militancy and determination of black educators to gain control over their schools and develop the expertise to improve their children's educational lot.

121. Maynard, Robert C. "Black Nationalism and Community Schools." In Community Control of Schools, Henry M. Levin, ed., Washington, D.C.: The Brookings Institution, 1970.

The author, a Washington Post writer, assuming a political stance in examining the reasons for the black movement toward community control in education, traces the birth of this movement from the failure of the attempts at integration and assimilation and the failure of the white majority to recognize the black man as equal. He follows the leadership from Marcus Garvey and Malcolm X to James Boggs' call for black control over their own territory--the cities.

Maynard sees the community-control movement as an effort by blacks to gain control over the very institutions that in turn control their lives, arguing that it is impossible to divorce the political implications from the strictly educational issues in the predominantly black urban schools. He calls the demand for black authority and control an "autodidacticism of necessity." Blacks' insistence to teach themselves grows out of mistrust of the white system of education. Although difficult and painful, the community-control movement is part of the black effort to attain responsibility, self-involvement, and self-discovery.

122. Pettigrew, Thomas F. "A Return to the Common School: Student Composition,

Achievement, and the Metropolitan Educational Park." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

Reviewing the studies that have been done on achievement of black children and economically-racially integrated classrooms, Pettigrew makes a strong argument against segregated schools--whether imposed by the white majority or chosen by the black minority. The analysis of the Coleman Report and another Federal study, Racial Isolation in the Public Schools, demonstrates that lower-class children stand a much better chance of improved achievement in classrooms that are over 50 percent middle- and upper-class. Of course, racial integration is an obvious corollary of the above finding, and further studies have shown that black children can perform better in classrooms with over 50 percent white classmates.

Pettigrew proposes the "metropolitan educational park" as the model system that can achieve racial and economic balance. Located on the borders of the inner city, these parks, with populations of about 15,000 pupils, would have both city and suburban children in attendance. The anticipated objections of the white majority are discussed, and incentives are proposed to gain support for the model.

The "metropolitanism" movement appears to be in opposition to the "community control" model for improving lower-class and black achievement in urban schools. Pettigrew admits the merits of decentralization and increased community participation, but firmly insists on integrated, not segregated, schools for urban blacks. He believes it is possible for increased community participation and local control to be incorporated in the metropolitan park model.

123. Phillips, W.M. Jr. et al. "Participation of the Black Community in Selected Aspects of the Educational Institution of Newark, New Jersey, 1958-1972, Final Report." NIMH and Rutgers University, July 1973. ED 091 492.

This is an in-depth report on a two year study of the relationship between race and education in Newark (public policy in education). Among the issues discussed were black involvement in the board of education, the role of blacks in providing consistency for the black community's attitudes towards curriculum, and hiring and representation of community interests. Most important, this article includes an examination of the increase in informality in black citizen participation both in educational and in political settings. This article is important for readers since it locates the nexus of citizen effectiveness and relevance in improving communication networks in black communities like Newark.

124. Ravitz, Mel. "The Role of the School in the Urban Setting." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

Although many of his arguments and proposals are now rather dated, Ravitz, a professor at Wayne State University, provides a lucid analysis of the liabilities of the poor urban environment and the role of the school in offsetting these disadvantages. The author's major premise is that urban nonwhites must be economically and culturally assimilated into the mainstream of modern American life, and that education of the young is the primary vehicle through which to achieve that goal.

He discusses the need for compensatory education programs for the "disadvantaged", for better teachers in urban schools, and for cultural respect for urban blacks' ethnic backgrounds. However, Ravitz also mentions other alternative programs which are currently propounded by the community-control movement: adult education and participation in the schools, a community council for input into the schools, and professional community organizers and planners to work with the adult community to enhance political and economic status.

125. "The Red School House: An Alternative Education." American Indian Journal 2, No. 2 (1976) pp. 10-12.

Brief description of a community-controlled Native American School founded in 1971 in St. Paul, Minnesota. This Red School House offers a model curriculum--which blends academics and American Indian culture--assembled and designed by staff, parents, and students.

126. Rosen, Joseph. "Black Involvement in School Affairs." Illinois School Journal 49 (1969) pp. 38-41.

This brief essay, consisting of an exhortation for increased citizen participation in urban schools, is cogent but breaks no new ground. The author's main point is that the current dilemmas facing urban schools cannot be resolved without involving the community in all aspects of school management.

127. Ryan, William. Blaming the Victim. New York: Random House, 1971.

In this book about racism and elitism, a psychologist and social scientist discusses various aspects of the ideology and practice of victim blaming. He points out the ways in which blaming the victim is necessary to the continued existence of tremendous inequalities, denounces the self-righteous and self-serving nature of the middle-class ideology of blaming the victim, and argues for a redistribution of power and income. He attacks what he sees as the racist and elitist bias of liberal social science.

Ryan makes some specific recommendations in his last chapter. These proposals relate to the schools as well as to all other urban services, and the pride and participation of the black community in Ocean Hill in 1968 provide his inspiration. Integrating the ideas of Alinsky and Kotler into his recommendations, his primary solution lies in the creation of decentralized, integrated community-service centers run by popular participation and elected officials. Only when people have direct and permanent access to the necessary services, when participation, planning, and accountability are institutionalized on the local level will, he believes, the years of powerlessness and psychological brutality begin to ease their grip. The implications for the schools are that the problems of poverty besetting them will not be solved through compensatory education, but through the systematic elimination of unemployment, racism, elitism, and economic poverty. The author thinks that condescension must be replaced by equality and respect.

128. Santana, Ray, et al. Parameters of Institutional Change: Chicano Experience in Education. Southwest Network, Hayward, California, May 1974. 190 pages. Available from: Southwest Network, 1020 B Street, Suite 8, Hayward, California 94541. $2.00 plus $0.20 for handling and shipping.

During the 1960's, the Chicano movement directed considerable attention, energy, and resources toward educational change. The predominant mood was optimism and anticipation of major institutional change; the predominant tactic used was militant confrontation. Countless confrontations occurred and numerous plans and strategies for educational change were formulated during this period. These led to varying degrees of change. Composed of two parts, this publication examines and assesses the Chicanos' efforts to create institutional change. Case histories of Chicano experiences in attempting to create educational change are discussed in part I. Among these are: (1) the Los Angeles Blowouts in East Los Angeles in March-April 1968; (2) the conference in Santa Barbara in April 1969, which resulted in "El Plan de Santa Barbara"; (3) Chicano Commencement, which was a mass walkout of the June commencement at San Jose State College in 1968; and (4) the Bilingual/Bicultural program in Silver City, New Mexico. Part II consists of conceptual essays bearing directly on experiences described in the case histories that reflect on the cultural relevance and the ideological, legal, and political characters of educational institutions. (Annotation by ERIC.)

129. Sizemore, Barbara A. "Educational Leadership for the Black Community: A Practitioner's View." 1970, 12 pages, ED 042 845.

Somewhat technical, Sizemore's paper explored the problems and experiences of black community leadership of the schools, from a social "systems" perspective. It argues that since the advent of grassroots demands for community control, leaders and administrators of predominantly black inner-city schools must also be leaders of the community. One implication is that the administrators see the community as their constituency. Another implication is that the leadership of schools should come from indigenous, community leaders. These arguments are made in the context of a discussion of the Woodlawn Experimental Schools Project (WESP) in Chicago.

130. Smith, Donald H. "Changing Controls in Ghetto Schools." Phi Delta Kappan 49, No. 8 (1968) pp. 451-52.

The director of the Center for Inner-City Studies at Northeastern Illinois State College disagrees with the conclusions of the Coleman Report that integration improves the achievement of black children. Instead, he calls for sweeping reforms for black control and personnel in predominantly black schools. Such schools, rather than integrated middle-class schools, will have the necessary positive effect on the black school children's self-concepts and sense of control and should raise academic achievement levels.

131. Stout, Irving W., and Pratt, Wayne T. "Navajo Community School Board Speak Out: A Summary of Navajo Thought About Education." June 1972. 75 pages. ED 068 230.

This article is a report on parents' comments taken from parent participation meetings and training sessions. Issues discussed include: selecting principals, improving communications, role of the school board, curriculum, social services, and development of the high school.

An interesting sample question raised in these meetings was: "Should the Navajo language be used in the lower grades?" Many responses are listed and various opinions emerged. One person felt the language should be used, not taught, as a tool to ensure maximum learning on the part of students. Another thought that students should be directed away from the use of the language as soon as possible, so that it might not "hold them back."

Although many comments and opinions are included, there is neither any analytical summary nor an account as to what decisions were finally reached on the issues discussed. Appendixes contain meeting minutes and a copy of the treaty between the Navajo tribe and the United States of America.

132. Watson, Bernard C. "Survival, Phase II: Unity Without Uniformity." Paper prepared as an address to the National Urban League Coalition, July 1972. 39 pages. ED 068 596.

This is a wide-ranging, sensitive discussion and review of educational issues pertinent to black people. Among the topics covered are: voucher plans, alternative schools, black history, higher education, and community control. The author notes a tension between short-run solutions and long-range goals. Neither voucher plans nor alternative, "open" schools can make up for the years of neglect of minority problems. Similarly, "black history," while commendable as a goal in and of itself, will not prepare black children to compete and survive in the "marketplace". While commenting on community control, Watson argues that:

> The goal remains: a national educational system in which black and white and indeed all children will learn from one another, and in spite of one another, what life in a world of diversity and change is all about.

133. Weinberg, Meyer. A Chance to Learn: A History of Race and Education in the United States. New York: Cambridge University Press, 1977. 455 pages.

Weinberg argues that "from their forebears' first contact with dominant

American society, minority children have been shockingly disadvantaged by the public schools." His book exhaustively documents these experiences and organized efforts to improve their situation on the part of Afro-Americans (chapters 1-3, and 7), Mexican-Americans (chapter 4), Native Americans (chapter 5), and Puerto Ricans (chapter 6). The discussion of Native Americans goes a long way towards rectifying the lack of scholarly, media, and public policy attention to the plight of Native American children. The book concludes with an exhaustive and useful bibliography on race and education.

134. Weinman, Janice. "Local Control over Formal Education in Two American Indian Communities: A Preliminary Step Toward Cultural Survival." Review of Educational Research 42, No. 4 (1972) pp. 533-39.

The author reports on her findings as a participant-observer in two Pueblo Indian communities, San Juan and Santa Clara. She explores the primary assumptions behind proposals for complete community control: actual community control of education by the adult generation leads to greater relevancy of adult behavior, which leads to a sense of efficacy developed by the adult generation, which is transferred to children, who then are more motivated to achieve in school. The differences between the two communities are detailed to illustrate the need for flexibility and differentiated treatment in applying and developing the local control idea in different settings. She concludes that the primary value of local control initially is the opportunity to define which skills and aspects of Indian culture should be included in formal education to make it more relevant to the local communities' values and needs.

135. Willie, C.V. "New Perspectives in School-Community Relations." Journal of Negro Education 37 (1968) pp. 220-26.

Willie's article discusses the recent public recognition that the values and traditions which schools have transmitted to children are the values and traditions not of all the people, but of the dominant people of power. Schools are perforce political institutions and are involved in power considerations. School administrators are very much involved in these considerations, and while they have traditionally represented or catered to the dominant elements of the community, they must now rectify matters by concerning themselves with groups that are not politically dominant.

136. Wright, Nathan, Jr., ed. What Black Educators Are Saying. New York: Hawthorn Books, 1970.

This collection of mostly short articles and essays by black people involved in education covers various topics concerning blacks and education. Some of the authors are among the more controversial participants in the New York City I.S. 201 and Ocean Hill-Brownsville episodes. Of particular relevance for citizen participation, especially by blacks, are:

Part 4, "Educational Redefinition"

Boggs, Grace Lee. "Toward A New System of Education."
Johnson, Edwina C. "An Alternative to Miseducation for the Afro-American People."

Part 5, "Community Involvement and Action"
Vann, Albert. "'Community Involvement' in Schools."
McCoy, Rhody. "Why Have an Ocean Hill-Brownsville?"
Wright, Nathan, Jr. "Our Schools."
Montgomery, M. Lee. "Our Changing School and Community."

DISSERTATIONS

Beale, Gary Allan. *Educational Advocacy in the Black Community*. 33A:2158.

Carrillo, Rafael. *An In-Depth Survey of the Attitudes and Desires of Parents in a School Community to Determine the Nature of a Bilingual, Bicultural Program*. 34/6A:3013.

Dixon, Patrick Arthur. *Socio-Cultural Aggression Within the Black Community, An Exploratory Study of the Emerging Role of the Human Relations Ombudsman--With Implementations and Strategies for Community Power*. 33A:1971.

Epko, Matthew. *Local Public Schools and Minority Control: A Study in Emancipation*. 31A:2043.

Gonzales, Arnold. *Analysis of a Challenge Program in Relation to Entry and Success of Mexican-American Students in Higher Education and the Effect on Their Self-Image, Attitude Toward Education, and Degree of Community Participation*. 35/7A:4284A.

Hagood, Richard. *Decision-Making in Migrant Mexican-American Education in an Illinois Community*. 34/1A:156.

Larson, James R. *Community Involvement and Educational Decision-Making: The Development of a Mexican-American Curriculum Office in the Toledo Public Schools*. 34/02-A:532.

Lederman, Alfred Thomas. *A Case Analysis of the Intersystem Interaction Between an Urban Board of Education and Selected Leaders of the Black Community*. 31A:2064.

Montes, Mary. *School-Community Relations: A View from the Barrio*. 35/12A: 7790.

Moser, Richard. *The Politics of School-Community Relations: A Puerto Rican Community*. 34/10A:6317.

Watts, Walter. *Liberation and Freedom in an Urban Learning Community: A Rationale for a Comprehensive Education Model for Afro-Americans*. 34/6A:2942A.

Wendell, Egan Oscar. *Parent and Student Attitudes Toward School in a Predominantly Negro Community*. 22:4250.

CHAPTER 3

EDUCATION ALTERNATIVES

A. Alternative Schools

While there are references to private or free schools, the focus of this section is on alternatives, i.e., "public schools of choice," within public school systems.

137. Aldrich, Ruth A. "Marcy Open School, 1973-1974: Goal Evaluation." Minneapolis (Minnesota) Public Schools, Southeast Alternatives Program, June 1974. 63 pages. ED 103 477.

Aldrich reports that the Marcy alternative open school has failed to live up to all of its goals. Test scores showed that children continued to lack basic skills and were not taking advantage of the school's "integrated curriculum." The school's program also stressed parent-child interaction in learning. However, interviews with parents revealed that they remained unclear as to the goals and philosophy of Marcy's program. These goals and philosophy are detailed in a set of appendixes.

138. Anderson, B. "Where the Responsibility is on the Kids." School Management 17, No. 9 (1973) pp. 27-29.

Anderson provides a short description of the Alternative High School in Cinnaminson, New Jersey--its origins, its administration, funding, and curriculum. The focus is on the students' role in making this school a success.

139. Bock, Frederick S., and Gromula, Wanda. "A Conservative Community Forms an Alternative High School." Phi Delta Kappan 54, No. 7 (1973) pp. 471-72.

The authors describe the origins, curriculum, and student involvement in an alternative high school in Monroe County, Indiana. That school is said to serve as an example of the community education concept in practice.

140. Bremer, John, and Von Moschzischer, Michael. The School Without Walls: Philadelphia's Parkway Program. New York: Holt, Rinehart and Winston, 1971. 290 pages.

Philadelphia's Parkway School is the subject of this interesting descriptive, but not particularly analytical, case study. One of the authors was the founder and original director of the program; the other was involved as both a parent and instructor. This was literally a "high school-without-walls." It sought to use the city, its institutions and its people as the core of the curriculum. Here is how the authors describe the program: "Biology taught at a large pharmaceutical company; a government course in a city courtroom; electronics at the Franklin Institute; or art at the Museum of Art." The governance of the school, the design of its programs all placed a premium on collective decisionmaking and maximum student participation.

The school's program and its governance are outlined in the first part of this book. The second part is a collection of views and perspectives by participants: teachers, students, parents, administrators, and outside observers.

141. Center for New Schools. "Strengthening Alternative High Schools." Harvard Educational Review 42, No. 310 (1972) pp. 313-50.

This article reports on a study of student involvement in decisionmaking at various metropolitan schools. In the beginning, students held weekly meetings where all were autonomous, and they made decisions. But soon attendance fell off and staff found themselves making decisions. The authors report that, "As it became clear that the all-school meeting was an inadequate arena for decisionmaking and as the problems of inventing an entirely new institution mounted, the staff increasingly felt that the survival of the institution depended primarily on their ability to make decisions and carry them out." The bureaucracy of the school system also discouraged and misunderstood student involvement in decisionmaking.

142. Clark, Kenneth B. "Alternative Public School Systems." Harvard Educational Review 38, No. 1 (1968) pp. 100-13.

The author argues that as integrated education is a necessity, the white community must be sold on the idea. This can only be done by exposing the social inefficiency of the present educational system. The monopolistic nature of present public education may require that alternative public and private schools be encouraged. Clark suggests calling on business, labor unions, the Department of Defense, universities, and all levels of State and Federal government to develop those forms of competition which in the end would successfully challenge and change general public education. Finally, the necessity of integration and quality education argue for educational parks and municipal planning rather than local control.

143. Clarke, Stephen J. "Alternatives in Public Education: A Summary." May 1974, 21 pages. Available from New England School Development Council, 55 Chapel Street, Newton, Massachusetts 02160. $1.00. ED 102 255.

This article discusses four different alternative schools: (1) The Everywhere School; (2) Arlington Satellite School; (3) Worcester Alternative School; and (4) Home Base School. Clarke editorializes occasionally and the descriptions are written mostly from staff perspectives. Community involvement in the establishment of the schools is omitted, and there is little discussion of curriculum. However, the article does include informative illustrations of alternative schools.

144. Clinchy, Evans. "Good School In a Ghetto." Saturday Review, 16 November 1968, p. 106.

Clinchy writes about the Boardman Elementary School, a successful example of decentralization in the Roxbury district of Boston. Using the "developmental" or "open" classroom model, the school has created an enjoyable but work-oriented atmosphere for the black children. Perhaps the most significant feature of the school is the great amount of parent participation and involvement in the classrooms, and student authority over policies which directly affect students.

145. Cooper, Bruce S. Free and Freedom Schools: A National Survey of Alternative Programs. Washington, D.C.: The President's Commission on School Finance, November 1971. 145 pages. ED 058 499.

This document is a result of a nationwide survey of alternative schools. It deals with 346 such schools, all of them private. The body of the document focuses on the governance, finances, and curriculum of 38 schools which were visited by the research team. More general information on the remaining schools provides an important data base not only for the general reader but for researchers interested in doing followup studies on alternative-education programs in the early 1970's (e.g., How many of these still exist in 1977? And, what accounts for their survival?). Consequently, while somewhat dated, this remains an important and helpful document. It contains a good bibliography.

146. Cooper, Bruce S. "Organizational Survival: A Comparative Case Study of Seven American Free Schools." Education and Urban Society 5, No. 4 (1973) pp. 487-508.

Seven alternative schools are analyzed. The author explains, for each school, the steps of growth that occur in the foundation of the school (i.e., foundation is the period of basic trust, analagous to Eriksen's theory of the development of children). He concludes by stating that some of the problems discovered in alternative schools are: (1) mistrust of strangers, (2) the need for autonomy, (3) the resolution of conflicts, (4) division of labor, and (5) the succession of leadership.

147. Deal, Terrence E. "An Organizational Explanation of the Failure of Alternative Secondary Schools." Educational Researcher 4, No. 4 (1975) pp. 10-17.

Based on case studies of two alternative schools--one public, one private, but both white middle-class--this paper offers the thesis that the authority patterns in these schools, combined with other factors, led to a predictable series of stages ultimately resulting in: (1) dissolution of the school; (2) conformity to traditional guidelines; or (3) surviving conflicts and becoming a stabilized alternative to conventional education. Deal defines an "alternative school" as one differing from a conventional school in six learning dimensions: roles, curriculum, authority, methods, location, and the time when learning takes place.

Though based on data from only two schools, the paper offers a credible framework for the discussion of problems within an alternative school.

148. Deturk, Philip H. P.S. 2001: The Story of the Pasadena Alternative School. 1974. Available from Phi Delta Kappa, 8th and Union, Bloomington, Indiana 47401. $4.95. ED 102 663.

The author states that his purpose is "to help the reader avoid some of the problems that the Pasadena school system and community experienced during the evolution of an alternative program." The Pasadena (California) Alternative School is an open school teaching children in grades K-12. It acts as a supplement to the city's public school system. Established in 1972 with about 50 students, the school grew rapidly to an enrollment of 600 students after 30 months. It faced the need for larger facilities; applicants outnumbered places. The book traces the history of the school, drawing heavily on anecdotes and case histories of students and teachers. The beginning chapters introduce the author's concept of alternative education, using the Pasadena school as an example. Later chapters deal with the school's philosophy and guidelines, planning and implementation, community involvement (which was extensive, and contributed greatly to the success of the school), student learning and evaluation of students, staff and teachers. Statements of parents, students, and teachers supplement the text.

Perhaps the most practical chapters are 7 and 8, directed at educators studying or implementing the alternative school concept. These are more technical and detailed, discussing governance, planning and funding, the evaluation process, and redesign of the school to satisfy student needs. The author outlines his concept of the "Planning School," i.e., the school implementers plan as they go along, not relying on a strictly scheduled agenda or scheme. Also discussed is the involvement in the planning of the University of Massachusetts, whose School of Education assisted in planning, staff training, evaluation procedures, and supplied student interns to help the teaching staff.

149. Divoky, Diane. "Berkeley's Experimental Schools." Saturday Review, 16 September 1972, p. 44.

Berkeley, California, has one of the most unique school systems in the Nation; it has, in addition to its traditional schools, 24 alternative schools. The author relates the experiments and successes of the various schools, as well as the enormous problems and setbacks inevitable in such a rapid, wide-range attempt at reform. The Berkeley system is involved in the community participation movement in two ways: (1) many of the schools are ethnically or community-oriented with parents involved in school functions and policymaking, and (2) the experimental schools allow each family to decide what type of school to patronize, thereby injecting the "marketplace" quality-control model into the education system.

150. "East Harlem Parents' Experimental First Grade." School and Society 96 (1968) pp. 66-67.

This brief, informative article surveys an experimental, storefront school established in East Harlem by a group of concerned parents. The school, at first encompassing only 30 first-grade students, but planning to expand at the rate of an additional grade per year until it becomes a full, 8-grade elementary school, grew out of a series of nursery schools which had been established as parent cooperatives.

151. Eriksen, Aase, and Gantz, Joseph. Partnership in Urban Education: An Alternative School. Midland, Michigan: Pendell, 1974. 166 pages.

This readable, informative book is a case study of a public alternative school: the West Philadelphia Community Free School. It can be read as an example of both the community education concept at work and the possibilities and frustrations inherent in mobilizing a low-income urban community to sustain an alternative school. However, this book does more than merely describe the beginnings, the implementation, and the continued but somewhat shaky existence of this school (1970-72 is the period covered). While written in lay person's language, it is designed to draw both practical and theoretical conclusions from the Philadelphia experience.

The book is organized to reflect as closely as possible the chronology of the implementation process. The first chapter outlines the pedagogical philosophy and the organizational model behind the Free School. That model, the Public Alternative School System (PASS), conceives of a partnership between: the residential community; the local university (University of Pennsylvania); the Board of Education; and the business community. The second chapter, focusing on implementation, suggests that this partnership did, in fact, work. The fourth chapter evaluates the process; while the fifth points to further research suggested by the Philadelphia experience. An epilogue presents snippets, firsthand impressions on the part of teachers, and parent and pupil reactions to their experiences. A series of three useful appendixes outlines the curriculum, organizational structure, and practical day-to-day details of this public alternative school.

152. Eriksen, Aase, and Messina, Judith. "Community Involvement: Scattered Schools, an Urban Experiment." Urban and Social Change Review 6, No. 1 (1972) pp. 11-16.

This is an interesting and detailed history of the West Philadelphia Community Free School, an alternative high school within the city's public school system. The community's outrage at enormous overcrowding and poor education at the West Philadelphia High School led them to request space from the neighboring University of Pennsylvania. The community sought more than square footage, they wanted a new educational model to replace the one they had seen was ineffective.

The university then took the responsibility for the establishment of the school. The Public Alternative School System (PASS) model they devised depended on the support of four local groups: the University of Pennsylvania, the Philadelphia Board of Education, community representatives, and members of the business community.

The authors believe that a small house system is integral to the success of the Community Free School. It provides a structure adaptable to the urban environment--overcrowding is easily remedied by acquisition of another building. More important, the small house is basic to the philosophy of the PASS model, providing a more personal environment where individualized learning and secure human relationships can occur, and where parent involvement can be easily encouraged. The scattered-site plan of the school facilitates access to businesses and institutions which can serve as educational resources.

The details provided on implementation, problemsolving, and the roles of the parties involved are practical and could be quite useful to those interested in citizen participation. This is a good example of how community action can improve education and with this common goal improve the community itself.

153. Eriksen, Aase and Messina, Judith. "Consequences of Implementing Alternative Schools: Toward a Theoretical Framework for Investigating Problems." Paper presented at the Society for Applied Anthropology Annual Meeting, Montreal, 1972. 18 pages. ED 062 708.

This paper is an application of anthropological theory and concepts towards the analysis of a joint University of Pennsylvania and local community effort to establish an alternative school in the West Philadelphia area. While some of the language may be unfamiliar to a nonprofessional audience, the key concepts of role, identity and socially shared perceptions do help to highlight some of the problems resulting from the joining of universities and local communities. For example, free time became a real problem for students and teaching staff at the alternative school. However, the community and the staff perceived this problem differently. The result was a rift between teachers and the community:

> The Community Board dealt with this threat to identity by the only means possible: the reassertion of boundaries and the narrowing of public space. Thus, they refused the teachers representation on the board. This decision, which came at the end of the series of events described above, effectively restricted the area of public space between two groups, the area where cooperation and compromise were possible.

154. Eriksen, Aase and Messina, Judith. "Dynamics of Leadership in an Informal School." Journal of Research and Development in Education 5, No. 3 (1972) pp. 29-39.

The practical problems of leadership are the focus of this article about the West Philadelphia Community Free School, established within the public school system in a predominantly black district of the city. The school consisted of 3 houses, each with a team of teachers led by a head teacher from within the team. A school director dealt with external issues of the public school system, while participating equally in the formulation of school objectives.

The working philosophy of the school challenged the traditional concept of authoritarian-democratic leadership with a holistic concept of "process leadership." The role of leader was taken on by all members of the school community at various times. The authors focus on three problems:

(1) the need for a hierarchy, and the unfeasibility of a total democracy;

(2) the difficulty of maintaining coequality of leadership; and

(3) the process of using and maintaining leadership.

Through examination of actual problems and solutions, the article offers a valuable study of the modification of traditional leadership to accommodate a more flexible system.

The authors conclude that the school's leadership concept is valid in its context, but doubt that it is generalizable. The model could prove impossible to implement within a traditional school system; they advocate first a change in the system structure. A useful bibliography on alternative schools is included.

155. Experimental School Program, 1971: Three Educational Plans. Washington, D.C.: US/DHEW--Office of Education, 1972. 154 pages. ED 063 628.

This document outlines three existing alternative education programs: the Berkeley, the Franklin Pierce School District in Washington, and the Minneapolis Plan. These are discussed within the context of problems of racism, conditions of the current school system, and community participation.

Each program is first treated historically. Then this document presents fairly specific information on goals and objectives, staff development, and administration. The focus, however, is on the programs rather than citizen involvement in these programs.

156. Fantini, Mario D. Public Schools of Choice: A Plan for the Reform of American Education. New York: Simon and Schuster, 1973. 249 pages.

The author argues that public schools can work. Rather than deliver a standardized product public schools can/should, and in some cases have been able to, offer a broad range of educational options for the diverse populations in each school's community. In short, the proposal is for an "internal voucher system" under which the child and his family are offered a variety of types of schooling, all within the public school system. This book introduces the concept, reviews the already established schools of choice around the country and discusses the implication of such plans for minorities, parents, teachers, and school governance. The book remains most useful as an introduction to the idea of "public schools of choice" and a complete, informative survey of nationwide experiences with such educational alternatives.

The concept itself is introduced, discussed and defended in the first three chapters. The rationale from the perspective of various educational theories can be found in: chapter V, pp. 120-23; and chapter VI, pp. 187-99. These sections provide an excellent summary/introduction to "open classrooms," Piaget and Montessori, and "behavior modification." Questions of budget and finance, and the roles of Federal, State and local governments and foundations are discussed in chapter VII. Chapters V and VI survey nationwide experiences with public schools of choice. Chapter IV is a detailed case study of Berkeley's (California) Alternative Schools Program. The implications of such plans for desegregation (pp. 225-59) and school staffing (pp. 169-70, 223-50) are discussed in the seventh and last chapter. Information on parent participation and the administrative structure of these schools of choice can be found in chapter IV.

157. Fantini, Mario D. "Public Schools of Choice and the Plurality of Politics." Educational Leadership 28 (1971) pp. 585-91.

Stating the importance of education to societal survival, this article emphasizes the need for a process through which each user of the public schools can decide what is right for him or her. A review of recent reform efforts, including tuition vouchers, and alternative schools outside the public school system is followed by a recommendation for a system which would provide maximum flexibility for the educational consumer. This is an interesting, worthwhile contribution which employs lessons from the past in its plans for the future.

158. Far West Lab for Educational Research and Development, Employer-Based Career Education; Evaluation Report. San Francisco: 28 September 1973. 148 pages. ED 117 297.

This report is an excellent case study of the secondary-level employer-based career-education program. It contains 6 sections and a very elaborate appendix. The introduction describes the program's objectives and basic nature. Section 2 discusses the student recruitment and enrollment, the type of population, and the procedures for recruitment. Section 3 discusses the types of learning resources: how planners recruited, developed, and analyzed the community resources, volunteer resource people, and large employee organizations; and their respective roles. Section 4 discusses how they planned, implemented, and monitored the student programs. Section 5, titled "Learning Outcomes," describes the means of assessing the student by interviews, advisor ratings, parent responses, achievement tests, inventories, questionnaires, school-opinion scales, and career-development scales. Section 6 discusses the process of project management: by internal and external liaisons, financial planning, cost control, and the decisionmaking process. Section 7 has the summary and conclusions of the various learning resources for use in the next year's program. Eight appendixes follow, giving the specifics of running the program, an operational guide, resource-person guide, and the many forms used for evaluating the students and the program in general.

159. Featherstone, Joseph. "Education: Notes on Community Schools." New Republic, 9 December 1967, p. 16.

In this article, Joseph Featherstone discusses two community schools in Roxbury, Massachusetts, that were formed after the Louise Day Hicks sweep of the 1965 Boston School Committee election. The New School for Children and the Community School are described in terms of community participation, what kinds of schools they are, and how much outside aid they should accept. Although there is no discussion of how the schools are run, they are of interest as schools that were founded by parents without much initial support.

160. Firestone, William A. "The Balance of Control Between Parents and Teachers in 'Co-op' Free Schools." Paper presented at the Annual Meeting of the American Educational Research Association, Washington, D.C., March-April 1975. 23 pages. ED 109 775.

The author argues that "free" schools share many of the problems of parent-teacher relationships said to characterize traditional schools. For example, Firestone notes that the general isolation of the classroom environment (in both traditional and "alternative" schools) makes supervision and teacher evaluation equally difficult. In general, the author is somewhat pessimistic about the ability of "free" schools to transcend all of the problems associated with more traditional schools. He argues that:

> While free school thinkers emphasize ways to improve classrooms, they are concerned with developing happiness and warm human relations in all settings and eliminating "false, constraining" role distinctions between student, teacher, parent, and so forth so people can deal with each other as individuals. While this ideology does not directly increase parents' authority, it undermines that of the teacher.

The paper concludes with a useful bibliography.

161. Firestone, William A. "Ideology and Conflict in Parent-Run Free Schools." Sociology of Education 49, No. 2 (1976) pp. 169-75.

Firestone's paper is based on three case studies of parent-run co-op schools over a two-year period; classroom observation was supplemented by attendance at business meetings, work activities, and family interviews. All the schools studied eventually disbanded and Firestone proposes that the conflict between freedom and learning, manifested in the disparity between the assumed ideology of the school and the working problems they encountered, brought this about. He discusses issues of school democracy and leadership, the problems of cooperatives, and stress on interpersonal relations in an informal school. The author relates these elements to the patterns of conflict within the school. Perceptive and useful to those interested in forming a cooperative school, this article describes the possible problems that might be avoided in the first stages of co-ops. An extensive bibliography is included.

162. Four Alternative Schools, 1974-75. Report No. 345 of the Research and Evaluation Branch of the Los Angeles Unified School District, 23 January 1975.

The document describes and reports on the evaluation of four "offsite" alternative schools in Los Angeles. Based on interviews, analysis of student records, and extensive onsite observation its authors conclude that these schools: were implementing the alternatives sought by parents; did not exhibit any gains or losses in student academic achievement; were characterized by democratic decisionmaking; and, exhibited high degrees of student, teacher, and parent enthusiasm and support. These factors and the efforts of parent aides compensated for what the authors describe as the inadequate physical facilities at these "offsite" alternative schools.

163. Glines, D. "Why Innovative Schools Don't Remain Innovative." NASSP Bulletin 57 (1973) pp. 1-8.

This article examines the problems of innovative schools with: (1) training; (2) leadership; (3) professionalism; and (4) community relations. The author argues that there has been a return to traditional schools because math and reading achievement test scores have shown no improvement in alternative schools. Glines offers the hope that the movement of teacher education will eventually launch another, more successful cycle of reform.

164. Goldfarb, Lawrence A., et al. Seven Schools: A Story of Community Action for Better Education by the Young Great Society Building Foundation. Young Great Society Building Foundation, Philadelphia, Pa. 1972. 95 pages. Document available from: Young Great Society Building Foundation, 101 North 33rd Street, Philadelphia, Pennsylvania 19104. $3.00.

Seven schools located in and around an impoverished West Philadelphia community are highlighted. While all seven schools are representative of a movement toward decentralization of authority, the involvement of people in their schools and the humanization of the education process, each is innovative in its own way. The authors first discuss the schools individually, reporting the facts and human dynamics of bringing these schools into existence; seven people are then profiled whose unique qualities are reflected in one or more of the seven schools, and whose backgrounds, talents, and motivations illustrate the wide range of human potential involved in the creation of these schools. The authors, switching from the role of reporters to architects, then advocate a new attitude toward the architecture of inner-city schools--one that responds to the realities of street life in the ghetto, low construction budgets, rising construction costs, and a deteriorated environment. They next discuss the development process (buying land and buildings, obtaining construction loans and mortgages, etc.) in terms of the seven schools, and conclude the presentation by offering general advice to those attempting to begin an alternative or to redirect a public school. (Annotation by ERIC.)

165. Graubard, Allen. Free the Children: Radical Reform and the Free School Movement. New York: Pantheon, 1972.

Of special importance in this excellent book is the chapter, "Educational Reform and Social Change." Graubard presents a hardheaded, insightful discussion and analysis of the issue of free schools outside the system vs. reforming the public school system. He rejects the notion of free schools as an escape and tries to show how the new schools movement can be a part of a struggle for changes in the public schools. This chapter, along with the rest of the book, would be instructive to those concerned about alternative schools in and out of the system, voucher plans, and other efforts to broaden choices that people have about education.

166. Greenwood, N. "Parents and Staff Help Set Policy for Los Angeles' First Alternative School." Updating School Board Policies 3, No. 4 (1972) p. 4.

This short piece describes an alternative school set up by the Los Angeles City Board of Education. Housed in a leased YMCA building, this school enrolls 5- to 18-year-olds and is devoted to program innovation and shared decisionmaking by parents, students, and staff.

167. Jencks, Christopher. "Is the Public School Obsolete?" The Public Interest No. 2 (1966) pp. 18-27.

Jencks condemns the public schools for their failure to educate the children who need educational opportunity the most--the poor and minorities. The greatest hindrance to effective schooling is the "bureaucracy problem" of the large centralized school system, and Jencks suggests several models to decentralize authority and make the schools more competitive. Among these proposals are: (1) families' choice of schools to patronize, (2) performance contracting--even with the entire teacher staff of a school, (3) university-run schools, and (4) business-run schools. He claims that if public education as it is can not survive in open competition with alternatives, perhaps it "should not survive."

168. Kozol, Jonathan. "Speaking Out: Let the Ghetto Run Its Own Schools." Saturday Evening Post, 1 June 1968, p. 241.

The author describes the founding of the New School for Children in Roxbury, Massachusetts. This school, a community school, was established by a concerned group of twelve parents determined to rectify the educational ills to which their children were subjected. Kozol discusses various aspects of this school's function, then recommends that other, similar institutions be established across the country with Federal subsidies.

See also: Kozol, Jonathan. "Alienation or Interaction? New Schools for Children, Boston." NEA Journal 57 (1968) pp. 48-91.

169. LaNoue, George R. "Political Question in the Next Decade of Urban Education." Teachers College Record 69 (1968) pp. 517-28.

The author briefly examines six alternatives to present public school systems, now suffering from lack of public support. These alternatives range from private to public solutions and to sharing a middle ground. The author predicts a movement for parent or community control as well as increased involvement of the mayor in educational decisionmaking, as a response to the factionalization created by decentralization.

170. Pleischl, Barbara Ann. "Urban Community School." Momentum 2, No. 2 (1971) pp. 26-31.

The author describes the first two years of the Urban Community School, a nonpublic community school in Cleveland formed by the merger of two failing, traditional Catholic elementary schools.

171. Pursell, William. "A Conservative Alternative School: the A+ School in Cupertino." Phi Delta Kappa, Fastback Series, No. 67 (1976). 43 pages. Available from: Phi Delta Kappa, 8th and Union, Box 789, Bloomington, Indiana 47401. $0.50 prepaid. ED 119 388.

A firsthand report and detailed description (by one of the original founders) of one California community's experiences with a parent-initiated, back-to-basics program at the elementary-school level in operation since 1973. The alternative offers structured, self-contained classrooms, "old-fashioned discipline," and emphases on reading, writing, and language skills. The program is elective, i.e., the school district continues to offer more "open" educational programs. While parent support has continued to increase and the program has been endorsed by the local school board, the author notes the presence of criticism and resistance on the part of some teachers and administrators. This is attributed to a feeling that such parental initiatives represent an insult and/or threat to professional competence. While conservative in orientation, the A+ school is compatible with such "progressive" proposals as Mario Fantini's "Public Schools of Choice."

172. Saxe, Richard W., ed. Opening the Schools: Alternative Ways of Learning. Berkeley, California: McCutchan, 1972. 400 pages.

This is an edited anthology of articles ranging from statements of opinions, general policy proposals, and interesting, though impressionistic, case studies.

The focus is upon efforts to augment, supplement, and complement, but not necessarily replace, the institution of public schools. Hence it is not a "radical critique" of public education nor is it about "alternative schools." "Alternative" refers to "planned experiences designed as activities to accomplish one or another objective of the curriculum and which do not take place within the regular classroom." The need, rationale, and implications of this concept are pursued by the contributors to part one. Part three contains experiences and case studies with alternative education. Some of these lead to or presuppose community involvement. Part two deals with alternatives in higher education. The book concludes with a useful 5-page bibliography. In addition, many of the articles contain their own, more specific, reading lists.

173. Sirkin, Joel. "Pilot School Governance, 1970-1971." A report of the Cambridge (Massachusetts) School Department and Harvard University Graduate School of Education, August 1971. 32 pages. ED 056 382.

Tracing the development of student involvement groups in an alternative school, Sirkin advocates the use of students in school decisionmaking. He outlines the problems involved in implementing this process. The specific problems of one alternative school are analyzed in detail from the formulation of the group to the conclusions from a year of study.

174. Sizer, Theodore R. "The Case for a Free Market." Saturday Review, 11 January 1969, p. 34.

Sizer reviews the concept of "marketplace competition" as the path toward badly needed educational reform and innovation. Far different models are analyzed: (1) decentralization, (2) alternative schools, (3) commercial competition, and (4) voucher systems. Sizer makes several recommendations in favor of injecting competition into the educational system; he suggests decentralizing decisionmaking, hiring, and expenditures, while centralizing responsibility for raising taxes, special services, and evolution of schools. His major point is that the education system must now begin to discriminate, not against, but in favor of, poor and minority schoolchildren through added money and innovative programs.

175. Stillman, J., and Jordan, B. "Open Schools and Citizenship Education Through Involvement." Social Education 40, No. 3 (1976) pp. 168-71.

Two teachers in a Seattle open school outline how their students' interests and community resources were combined to develop a social studies course on the neighborhood. The authors feel that a number of social studies goals coincide with open school goals: developing an accepting attitude toward differences among the people students met in their research; self-confidence; working together; and community awareness. They suggest the use of the community as a laboratory to encourage the participation of the individual student in society, and offer practical methods for teachers.

176. Wharton, Keith. "Legitimizing Education for Individual Life Styles: School of Survival. Final Evaluation Report 1974-1975." Minneapolis (Minnesota) Public Schools, Department of Research and Evaluation, August 1975. 55 pages. ED 118 654.

This article is an evaluation of an alternative program in Minneapolis public schools. It reports on the achievement and adjustment of students in 9th, 10th, and 11th grades whose life styles were not consistent with the traditional public school styles. Pupils were chosen for the alternative schools if they had the following characteristics: poor academic skills, low tolerance for large groups, short attention spans, irregular attendance, inability to meet rigid requirements, poor authority relationships, and low motivation.

177. Wray, Jessie E. "Alternative Systems of Education." Integrated Education 8, No. 6 (1970) pp. 39-40.

The article, by the coordinator of Milwaukee's Federation of Independent Community Schools, describes these Milwaukee community schools.

DISSERTATIONS

Gaskin, Lean M. A Parent Control Innovation: An Analysis of Parent Management in an Alternative Educational Setting. 35/09A:5271.

Moss, William. A Comparison of Community Attitudes Toward Alternative Forms of Schooling in Secondary Education. 36/9A:5704.

B. Voucher Plans

178. The Alum Rock Voucher Program. Southwest Network, Hayward, California, 1974. 74 pages. Available from the Southwest Network, 1020 B Street, Hayward, California 94541. $0.70.

This is a parent-consumer guide to what was one of the country's best known voucher programs. The first part of this document introduces the concept of vouchers, lists the pros and cons of the idea for 30 items of comparison. The body provides information, in both Spanish and English, on each school and education program participating in the voucher program. In addition, it reproduces the original grant proposal and its budget. It is useful as both a case study and a "model" handbook for participants in a voucher program.

179. Blackman, Julie. "Voucher Schools: Who Participates." ERIC-CUE Urban Disadvantaged Series, No. 46, August 1975. New York: Columbia University, ERIC Clearinghouse on the Urban Disadvantaged. 71 pages. ED 117 257.

This evaluation report of the Alum Rock (California) voucher plan points out that, at least in this case, voucher plans did not stimulate either participation or increased educational opportunities for low-income residents. It concludes that:

> Clearly, the intentions of the planners of the voucher school system were not fulfilled in the Alum Rock school system by the time of its first evaluation. Those parents who traditionally have been known to participate reported substantially higher rates of involvement than did the parents who were known to be underparticipators.

180. Bridge, R. Gary. "Parental Decision-Making in an Education Voucher System." Paper presented at the Annual Meeting of the American Educational Research Association, Chicago, April 1974. 32 pages. ED 098 656.

This paper is a research report on the voucher system at Alum Rock, California. After explaining the theory behind a voucher system, it reviews the potential problems with vouchers. Arguing that accurate information (on the part of parents as consumers) is essential for any voucher system to broaden educational opportunities, the author notes that very few parents had such information and some parents were not informed about the plan even after it had been implemented. This study concludes that:

> If the educational game is a zero-sum affair, vouchers may merely exacerbate relative disadvantages because the disadvantaged families are the least informed and least competent in the short run to discover educational opportunities which meet their needs.

181. Buckley, William F., Jr. "A Valiant Effort at Compromise." National Review, 25 February 1969, p. 192.

Buckley advocates a voucher system, each voucher to be used at the school of the individual parents' choice, as an alternative to the kind of decentralization plan attempted in Ocean Hill-Brownsville in New York City.

182. Coons, John E.; Clune, William H., III; and Sugarman, Stephen D. "Recreating the Family's Role in Education." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

The authors challenge the assumption that the State should continue as the primary locus of decisions about children's education. Instead, they would implement a radical proposal that would leave the governance and financing of schools to the parents' discretion. They advocate a system of family grants as a mechanism by which families can be provided with educational decisionmaking power. The grants, which would be financed by a progressive tax based on the family's earnings and on the quality of the education they selected for their child(ren) (thus, parents with children at a more expensive school would be taxed a higher percentage of their income than those sending their child[ren] to a less affluent school, regardless of the level of their income), would induce the reestablishment of competition between schools, would give added attention to the learning problems of children, and would cause higher levels of integration. The plan is somewhat similar to the voucher systems, but differs primarily in that it allows for the existence of different levels of schools costing different amounts.

183. Downs, Anthony. "Competition and Community Schools." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Starting with the premise that large city school systems are essentially monopoly organizations, the author suggests the injection of competition into the educational system. Downs, of the Real Estate Research Corporation, discusses the possibilities and requirements for an educational program that would ensure quality through competition for resources and market. He outlines 5 basic requirements for a competitive system: (1) a means for consumers to evaluate outputs, (2) the existence of alternative supplies, (3) the freedom to offer significantly varying products, (4) consumer control over significant resources, and (5) the freedom for consumer preference to influence resource allocations.

He makes several practical suggestions to promote limited competition among educational alternatives, including parental freedom to send children to other than local neighborhood schools and vouchers for educational services and facilities. He emphasizes the need for a valid and open system of evaluation of both educational processes and products. The obstacles and difficulties facing evaluation of education are enumerated, such as the multiple aspects and goals of schooling, the various factors affecting achievement, and professional resistance to external evaluation. The author recognizes the potential worth of decentralized community-controlled school systems, but insists that real educational alternatives must be provided to the public in order to permit a competitive structure that would guarantee better quality schools.

184. Friedman, Milton. "The Voucher Idea." New York Times Magazine, 23 September 1973, p. 22.

An economist outlines his program for a voucher system of education. Friedman contends that the educational establishment must accept the competition of the open market if educational equality is to improve. He proposes that government-funded vouchers be given to families, for each child, so that the "client" can choose among various educational activities and institutions.

Much of the article consists of Friedman's defense of his proposal against many charges and criticisms. Such issues as segregation, parochial schools, and social class are discussed.

185. Glennan, T.K. "OEO Experiments in Education." Compact 3, No. 5 (1971).

Glennan (at the time of publication, director, Office of Research and Evaluation, Office of Economic Opportunity) was involved with experiments conducted on the voucher system. After noting the benefits of a voucher system and giving specific guidelines under which such a system would function, the author describes a proposal for a voucher experiment which covers three school systems for a period of five years. Under this plan the Educational Voucher Agency (which issues vouchers and accredits recipient schools, public and private) could be a community-wide council with parent participation. No mention is made of parent participation at the level of the recipient schools. The first section of this article contains an excellent, concise summary of the main arguments pro and con a voucher system.

186. Gutierrez, Felix, and Chacon, Gloria. The Educational Voucher Intrigue: An Analysis of its Impact on the Alum Rock Community. May 1974. 20 pages. Available from the Southwest Network, 1020 B Street, Suite 8, Hayward, California 94151. $0.50 plus $0.20 for postage and handling.

This pamphlet contains two reports. The first traces the background of the voucher idea from Adam Smith, to the conservative economist Milton Friedman, to its adoption, on an experimental basis, by the Office of Economic Opportunity and the National Institute of Education. The second describes the Transitional Voucher Model implemented in East San Jose's Alum Rock School District in September 1972. Drawing on three independent evaluation reports on the Alum Rock experience, it identifies the program's shortcomings and abuses in student achievement, parent information and community involvement, and misuse of supplementary, compensatory voucher funds.

187. Heller, R.W. "Education Vouchers: Problems and Issues." Educational Leadership 29 (1972) pp. 424-29.

This is a report of an OEO feasibility study and pilot program with educational vouchers. It is a short, concise introduction to the concept and an example of how an education voucher system could be implemented in the schools.

A voucher would be issued at a predetermined monetary value by either the public school district or an Educational Voucher Agency (EVA). Parents could then choose which school their child(ren) would attend. To ensure equal opportunity to low-income parents, certain safeguards would have to be built into the system. For example, participating schools would need to agree that all vouchers would have the same value. Where there would be more applicants than places, a lottery system could be used. Furthermore, the EVA would pay all transportation costs. Heller also enumerates, but does not really discuss, several potential problems with the system: what to do about the educators' concerns for job security and tenure; provisions for parents choosing *not* to participate in a voucher system; how parents can make effective, rational choices; and the method of school accreditation. This list emphasizes that the OEO study and pilot program has not conclusively answered these problems.

Two issues, relevant for our readers, are not discussed or even raised in this otherwise excellent article. At its best, the voucher system could provide for parents' exercise of consumer sovereignty. No mention is made of the parents' rights as *citizens* rather than merely consumers (e.g., does a voucher confer rights to participation and involvement in the receiving school?). Similarly, there are no data or mentions of whether education by voucher leads to more or less citizen-parent involvement in education.

188. Kirp, David. "Vouchers, Reform, and the Elusive Community." *Teachers College Record* 74, No. 2 (1972) pp. 201-17.

This article discusses three proposed reforms of the schools: resource relocation, community control, and voucher system. This discussion includes a presentation of problems encountered in each reform. Only these three options are considered; there is no indication which would be the most or least favorable. This article ends with a list of questions that legislators should ask about the education process.

189. Levin, Henry M. "The Failure of the Public Schools and the Free Market Remedy." *Urban Review* 2 (1968) pp. 32-37.

The article explores those proposals which would replace the current system of public education with a free-market strategy.

190. Levinson, Eliot. *The Alum Rock Voucher Demonstration: Three Years of Implementation*. Santa Monica, California: The Rand Corporation, April 1976. 36 pages. ED 122 430.

This paper details and seeks to explain the failure of the Alum Rock voucher system to stimulate parental participation and widen the range of educational opportunities. Its author finds fault with both the original conception and the implementation of this voucher plan.

According to Levinson, the original plan was "tentative, ambiguous and potentially open to misunderstandings." Another reason for the failure was that the project was implemented gradually, and at no time were all the components of the project in operation simultaneously. The parents were not the aggressive consumers that the project designers had been led to believe:

> The results of the implementation of the Alum Rock Voucher Demonstration to date should not be a surprise. The suggested innovation was in conflict with the preexisting authority structure of the school district. The beliefs in consumer sovereignty underlying a voucher system were not congruent with the beliefs underlying a public monopoly.

Levinson does, however, note some of the benefits derived from the Alum Rock experiment. Teachers have a better working relationship, communication is better in the school system, and there is a new budget system. Free transportation is still in operation as are open enrollment and the minischool concept. However, recentralization has begun.

191. Sizer, Theodore R. "The Case for a Free Market." Saturday Review, 11 January 1969, p. 34.

Sizer reviews the concept of "marketplace competition" as the path toward badly needed educational reform and innovation. Four different models are analyzed: (1) decentralization, (2) alternative schools, (3) commercial competition, and (4) voucher systems. Sizer makes several recommendations in favor of injecting competition into the educational system; he suggests decentralizing decisionmaking, hiring, and expenditures while centralizing responsibility for raising taxes, special services, and evolution of schools. His major point is that the education system must now begin to discriminate, not against, but in favor of, poor and minority schoolchildren through added money and innovative programs.

192. Smith, Mortimer. "Can Control of the Public Schools Be Returned to the Citizens?" Education Digest 40, pp. 38-39. December 1974.

Smith quotes James W. Guthrie in Public Affairs Report saying "Changes such as population growth, urbanism, school district consolidation, and unionization of teachers have combined...to erode the public's control over its schools." According to Guthrie, schools have become monopolies whose customers are guaranteed by law. To counteract this problem, Smith again refers to Guthrie regarding two reforms which show promise--vouchers, and the Florida Plan. The former injects an element of the marketplace in school decisions and the latter redefines the basic management unit of schooling to restore personal citizen contact.

193. Steininger, Daniel J. "Education Vouchers and Curriculum Control: The Parent Versus the State." Boston University Law Review 52, No. 2 (1972) pp. 262-85.

This paper is a legal analysis of the parents' right to control public school curriculum. Beginning with an explanation of accountability and the concepts behind the voucher system, the author discusses various court cases dealing with the limits of parental control of children's public education. The article's stated purpose is to outline parents' constitutional rights as they pertain to education so that they may, under certain circumstances, resist legislative encroachments on those rights within the voucher context. While the article is somewhat technical, it does achieve its purpose and should certainly be informative to anyone considering the legal perspectives in implementing a voucher system.

CHAPTER 4

COMMUNITY EDUCATION

Readers interested in community education should read this chapter in tandem with chapter 11: "Community Education Councils." The latter contains an exhaustive survey of the literature on community-school councils. This chapter presents a small sample of the more useful and influential definitions of community education as well as examples of descriptions of community schools around the Nation.

194. Anderson, Jackson M. "The Action Fronts in Community Education." Phi Delta Kappan 54, No. 3 (1972).

The author identifies five main "action fronts" in community education and discusses each of these in terms of their effectiveness. The "action fronts" are: (1) government, (2) professional associations, (3) research and service, (4) other agencies and organizations, and (5) materials development.

195. Benka, John T. "Partnership--the Maine Way." Park Ridge Township High School District 207, Illinois, 1974. 7 pages. ED 103 887.

This article is useful for descriptions of projects that include the community. Two experiences are reviewed: (1) Rites of Spring, a fine-arts festival; (2) Let's Talk, a business and industry project. Although these projects are briefly described, there is no explanation of how they were planned or the process of implementation.

196. Bennett, Austin E. Reflections on Community Development Education, Bulletin #576. A monograph of the Northeast Regional Extension Public Affairs Committee. August 1973. Available from PICS, University of Maine, Orono, Maine 04473. 61 pages.

This pamphlet is written primarily as a guide for the community-school director. Based on firsthand experience rather than a survey of research, its purpose is to provide a framework for the community-development educators' role, functions, and environment. The primary objective of community education is said to be a change in the process by which a community takes action. The director is seen as a facilitator or catalyst for group problemsolving and not as a leader, administrator, or even community organizer (chs. I and III). Consequently, the pamphlet focuses on: the human factors of group problemsolving (ch. II); the process of group interaction (ch. V); the role of community-education director (chs.

IV-VIII) and the techniques useful to that director (ch. VI).

197. Bezdanov, Stevan. "A Community School in Yugoslavia. Experiments and Innovations in Education No. 6." Geneva: International Bureau of Education, 1973. 41 pages. Available from: Unipub, Inc., 650 First Avenue, New York, New York 10016. $1.65.

This is a study of the constitution and development of a community school near Belgrade. It is one of numerous community schools which expresses the characteristics of its particular commune and which participates actively in the development of the commune. Part 1 lays out the basic principles and social demands for the building up of community schools in Yugoslavia. Part 2 examines the development of the Sonja Marinkovic 8-year elementary school in Zemun (an ancient town now part of greater Belgrade) as the model of a community school and includes discussions on selecting local course materials and persons to contribute to the curriculum, involving students in production work, school participation in community activities, and self-management in the school. In part 3 conclusions are drawn regarding effects and general results of the work of this school. (Annotation by ERIC.)

198. Buchan, W.J. "Community Action: Education Is an Imperative to Solving Problems." Clearing House 47 (1973) pp. 451-54.

The author, citing at length a personal experience working with gang members in Queens, New York, suggests that community education is the most valuable means of coping with the rise in crime and violence in urban schools. He expresses reservations about the present employment of guards in the schools, pointing out their inadequate training and the minimal pay scale involved. The article is valuable because of the case study it includes.

199. Buehring, Leo E. "New Pattern: Community Schools." Nation's Schools 61, No. 1 (1958) pp. 35-39.

As a brief case study of the Flint, Michigan, school system as a functioning "community school" system, this is a useful article.

200. Cameron, Henry T. "The Story of the Development of the Total Community School in the City of New Haven, Connecticut for the Period 1962-1971." Unpublished Ed. D. dissertation, University of Massachusetts at Amherst, 1972.

A case study of the community education philosophy and program of New Haven which argues that "a community structure, rather than a bureaucratic structure" of school-community relations will realize the goals/values of community education.

201. Campbell, Clyde M. "Contributions of the Mott Foundation to the Community Education Movement." Phi Delta Kappan 54, No. 3 (1972).

Campbell gives a succinct description and discussion of the model community education program in Flint, Michigan, supported by the Charles

Stewart Mott Foundation.

202. Campbell, Clyde M., ed. Toward Perfection in Learning. Midland, Michigan: Pendell Publishing Co., 1969.

Campbell was director of the Mott Institute for Community Improvement at the time this book was written. His work presents the early case histories of two community schools in Flint, Michigan, sponsored by the Mott Institute.

Consisting of a series of essays written by the staff of the Institute on different aspects of the community school, this book is an exposition of the Institute's objectives, ideals, and plans regarding the community school. It covers a wide spectrum of information related to that type of institution and to its effectiveness; it should be of interest to anyone concerned with citizen participation.

203. Carrillo, Tony S., and Heaton, Israel C. "Strategies for Establishing a Community Education Program." Phi Delta Kappan 54, No. 3 (1972).

In this very informative and useful article, the authors name and describe the 14 steps on Minzey's description of community-education centers at Brigham Young University and California State University at San Jose.

204. The Center for Urban Education. "Ways of Establishing and Funding Community Learning Centers," (mimeographed final report). New York, 30 November 1971.

This publication is a report of programs and projects initiated and administered by the Center for Urban Education in New York City. All of the programs were devoted to increasing parent awareness, interest, and participation in their children's schools and to developing community leaders to work with citizen groups and the schools. The projects include community learning centers, educational leadership development programs, and workshops for parents, all in New York City's black and Puerto Rican areas.

The paper contains both progress reports and evaluations of these programs. According to the assessments, all of the programs have been moderately successful in the education and training of local community residents to take a more active role in the education of their children. The community learning center represents a significant model for community organizing and training.

205. "The Community School." National Elementary Principal 52, No. 1 (1972) p. 30.

The community school is defined as a place in which the education of children and the activities of a community occur either alternatively or simultaneously. The article projects the future of community schools and describes three pioneering community schools: Lowell, Massachusetts' Everywhere School; Chinatown Plaza in New York City; and the Stewart Hill School in Baltimore, Maryland.

206. Cordasco, F. "Leonard Covello and the Community School." *School and Society* 98 (1970) pp. 298-99.

Covello was one of the 20th-century pioneers in community schools. During his long tenure as principal of Benjamin Franklin High School in East Harlem, New York, he designed a community-oriented program which was a paradigm of its kind. The article examines both his philosophy and his career.

207. Covello, Leonard. "Neighborhood Growth through the Schools." *Progressive Education* 15 (1938) pp. 126-40.

Leonard Covello, a pioneer in community education in the United States, worked vigorously and successfully to encourage citizen participation in the school during his years as principal of the Benjamin Franklin High School in East Harlem. In this article he details at length his experiences at that high school and expounds his reasons for favoring community education. The article not only describes the steps taken to this end, but presents the underlying tenets that moved Covello to act. Many of these tenets remain viable.

208. Counts, George S., et al. *The Social Foundations of Education*. Report of the Commission on the Social Studies of the American Historical Association, Part 9. New York: Charles Scribner's Sons, 1934.

Surveying American society from the time of its definite organization through to his own time, Counts sets out to synthesize, with the help of contemporary social sciences, the relevant ideas for a basis for enlightened educational planning. His presumption is that education is always a function of time, place, and circumstance, and that the design of any educational theory or practice should begin in the light of the character and controlling ideas and values of the particular society to be served.

The parts particularly germane to any broadly based examination of citizen participation in America are chapter one, "Democratic Tradition," in which Counts explores that tradition as one of the three basic conditioning forces in the developing of American civilization, and the section entitled, "Philosophy and Program," in which he struggles with the task of formulating an educational philosophy for America in the light of his own findings.

209. Cox, James C. "An Evaluation of the State of Florida's Community Education Program in Selected Public School Districts Over a Two Year Period." Unpublished Ph. D. dissertation, University of Michigan, 1974.

A study of six Florida school districts (Dade, Hillsborough, Palm Beach, Monroe, Duvall, and Charlotte) over a two-year period 1972-74 designed to test the oft stated assumption that the implementation of community education leads to increased participation in educational decisionmaking. The author found the six school systems did not exhibit any increased citizen participation.

210. Deshler, B., and Erlich, J.L. "School Community and a New Agent of Change." Teachers College Record 69 (1968) pp. 543-53.

The model of inner-city Detroit schools operating on a school-community level is examined. The premise of these schools is that the whole environment influences the child and that therefore we must influence that environment. The authors offer an account of the historical development and underlying theory of the schools being studied. The article is useful as a case study.

211. Doggett, John A. "The Effect of the Ford Community School Program on the Achievement of its Elementary Students." Unpublished Ph. D. dissertation, St. Louis University, 1971.

This study compared the reading, language and arithmetic achievement levels of two groups of 8th-graders (1967 and 1970) in the same school. The 1970 group, exposed to a community-education program, scored higher than the 1967 group which had received "traditional" schooling. The author suggests that: "provisions for significant parental involvement in the school program might well have been a factor influencing the pupils' attitudes toward school."

212. Dolan, Jeanne and Parsons, Tim. "A New Consciousness: Challenging, Choosing, Changing. The Story of the Iron Bound Community Learning Center, Perspective Series No. 6." New Jersey State Department of Education, Division of Research, Planning and Evaluation, June 1974. 27 pages. ED 097 763.

This is a descriptive case study of a community learning center established in Newark, N.J. in 1969. Its philosophy emphasizes parental decisionmaking, staff-parent cooperation, and open education. Its student and parent participants come from an ethnically and racially diverse urban population. The center offers a daycare center, a summer program for elementary school children, and a community school. Readers should find this to be a good example, albeit on a small scale, of the community education concept in action.

213. Douglas, L. "Community School Philosophy and the Inner-City School: A Challenge for Citizens and Educators." Urban Education 5 (1971) pp. 328-35.

The author presents a brief argument for community schools as a solution to inner-city educational problems, asserting that cooperation between professionals and laymen is crucial.

214. Ellis, P. and Sperline, J. "The Role of the Community School Director as Organizer." Community Education Journal 3, No. 1 (1972) pp. 55-56.

This paper argues that the most important task of the community school director is community organizing rather than merely the design and establishment of participatory institutions. For such institutions to be viable, the impetus and commitment must come from the community itself. This distinction is illustrated by a discussion of one of the author's experiences as a community school director of a California school district. A successful community organizer is said to be one who quickly works him- or herself out of a job.

215. Faduski, Harry V. "Community Education Objectives: Perceptions of Selected Professional Staff and Involved Citizens." Unpublished Ph. D. dissertation, Wayne State University, 1974.

Faduski's study, based on survey research, compared the perceptions of community education objectives of central-office education administrators, principals, teachers, and parents in three suburban school districts in the Detroit area. He found that the latter group, i.e., parents-citizens had significantly different perceptions from those shared by the school department personnel.

216. Fallon, John A. "A Study of the Relationship Between Selected Demographic Variables and the Congruence of Community School Directors' Perceptions of Black Parents' Attitudes Toward Community Education." Unpublished Ph. D. dissertation, Michigan State University, 1973.

The study was designed to determine whether differences in the racial, socioeconomic and occupational background of community school directors made any difference in their degree of sensitivity to the perspectives and needs of black parents. The author found that neither racial nor class background made any difference. Increased sensitivity to minority parents was associated with each director's years of experience and with directors who were also acting as classroom teachers.

217. Goglia, Ralph M. "New Haven Turns to Year-Round Community Schools." Nation's Schools 80, No. 3 (1967) pp. 62-64.

The author describes the use of seven New Haven schools as community schools, functioning as an educational center, a neighborhood community center, a center for community services, and neighborhood life.

218. Goldman, L. "Federal Aid for the Community Schools: Scraping the Top of the Barrel." Intellect 101 (1973) pp. 387-88.

Goldman calls for passage of Senate Bill 2689, "The Community School Development Act," stating that the time has never been riper for new approaches to urban education. For these new alternatives to be adequately considered, however, we must maintain an open mind and not foreclose any possibilities. Among the possible new concepts we might choose to employ are the "New City" concept and the educational park, both of which he explains briefly.

219. Herman, Barry E. "Winchester Community School: A Laboratory of Ideas." Educational Leadership 25 (1968) pp. 341-43.

This is a discussion of the Winchester Community School, a 750-pupil elementary school in New Haven, Connecticut. The article was written by the school's principal and contains a list of facilities and services, as well as samples of school-community activities.

220. Herrick, Mary. The Rise of Community Schools in Education. Available from the National Federation of Settlements and Neighborhood Centers, 232 Madison Avenue, New York, New York 10016. $0.75. 27 pages. 1969. ED 040 220.

Herrick's short pamphlet describes the history and the implications of community schools for community development and neighborhood rehabilitation. She concludes that:

> Administrators, teachers and boards of education no longer can retreat to their lofty isolation and ignore their obvious failures. The new directions are far-reaching in their implications, not only for public education, but for the social health of the Nation.

221. Hickey, Howard W., ed. The Role of the School in Community Education. Midland, Michigan: Pendell Publishing Co., 1969.

This book is a collection of concise, informative articles written by a dozen educators, all at diverse midwestern universities. It covers a wide assortment of topics, including the organization, administration, financing, and history of the community school. The articles, 10 to 12 pages each, are:

Melby, Ernest O. "Community Education: America's Social Imperative."

Berridge, Robert I. "Community Education: Its Evolvement."

Minzey, Jack D., and Olsen, Clarence R. "Community Education: An Overview."

Campbell, Clyde M. "Community Schools: Their Administration."

Moon, R. Arden. "Community Schools: Their Relationship to Community Agencies."

Van Voorhees, Curtis. "Community Education: A Developmental Process."

Keidel, Gerald E. "Community Schools: Staffing and Training."

Boozer, Raymond L. "Community Schools: Financing."

Clark, Charles G. "Community Schools: Physical Facilities."

Gregg, P. Keith. "A Community School: Day to Day Operations."

Hickey, Howard W. "Community Education: Research and Evaluation."

All the articles favor the community school concept and try to be helpful to any reader interested in furthering the development of this type of institution. Two valuable bibliographies are included, one after Berridge's article and one at the conclusion of the book.

222. Hughes, John R., ed. "The Community School and Its Concepts." Albany, New York: Department of Educational Administration, State University of New York, 1972. 12 pages. ED 073 531.

This paper defines community schools by answering two questions: (1) what is the philosophy, concept, and general basis for a community school? and (2) how does the communication process effect decisionmaking parties and the decisionmaking process in community schools? The premise that the "school belongs to the people" is repeatedly reflected in the authors' emphases that: the community school is one which works in partnership with other community and social services, is open long hours to permit efficient use of the facility, allows working citizens to take part in evening programs, and fosters all individuals' opportunities. Beyond use as a recreational and cultural center, the community school can provide health, counseling, employment, and legal aid services. However, the author makes clear that the study and solution of neighborhood problems is the threshhold upon which the school can act as a catalytic agent for community change.

223. Kelnur, Bernard G. "What It Takes to Get Community Schools Going." Nation's Schools 82, No. 3 (1968) pp. 66-68.

The article is a case description of the Philadelphia effort to establish community schools tied to family, neighborhood, and other relevant institutions.

224. Kerensky, V.M. "Correcting Some Misconceptions About Community Education." Phi Delta Kappan 54, No. 3 (1972).

In this article the author attempts to clear up various misconceptions about community education by explaining what it is not, and providing the reader with five basic ideas which underpin community education. In essence, he provides a definition of community education.

225. Kerensky, V.M., and Melby, E.O. Education II Revisited: The Social Imperative. Midland, Michigan: Pendell Books, 1975. 225 pages.

This is an extended treatise on the concept of community education. Its thesis can be summarized in the proposition that: "Instead of looking to a professional elite for the solution to any social problem, we should look to our greatest resource--the very population that has the problem" (p. 162). The contrast between this (Education II) and the more traditional orientation (Education I) is the primary focus of this book (chapters I-VI, XI, and XII). Chapter XI contains an example of the kind of community school that would realize the promise of Education II. The implications of that concept, for racial and economic equality, are pursued in chapter VII; for school personnel in chapters IX and X; for collective bargaining, pp. 152 passim, chapter IX; for community control chapter VIII, pp. 121-25, chapter X, pp. 150-52; and, for school-community advisory councils, chapter XI, pp. 174-75.

In general, this book is strong in vision and imagination, and weaker in specifics. It is more thought provoking than factual and informative. Most of it seems designed to get educational administrators to become involved in the schools. It is only secondarily concerned with the structures and processes of citizen-parent involvement.

226. Logsdon, James D. "Role of Community College in Community Education." Phi Delta Kappan 54, No. 3 (1972).

The author's basic premise is that community colleges can play a strategic role in the development of community education. He provides a four-point guideline for a community college president to establish the essential climate of support for the community education concept, and states that community colleges have the commitment to broadening the American dream of education--making it available to everyone.

227. McLusky, Howard Y. "Where Can We Look for Leadership." Phi Delta Kappan 54, No. 3 (1972).

McLusky suggests that schools and communities should consider various outside sources of leadership and support for community education programs. After noting the interest of Federal and State governments, and of colleges and universities, he concludes that the Charles Stewart Mott Foundation and the National Community Education Association remain the major sources of leadership and support.

228. McMurrin, L.R. "Alternatives for Now and for 2001." In Opening the Schools: Alternative Ways of Learning, Richard W. Saxe, ed. Berkeley, California: McCutchan, 1972. pp. 258-81.

Readers should find in this article, written from the perspective of a school superintendent, a rationale not only for community education but for citizen participation in general. The author envisions the schools of the future as an umbrella institution for all of the cultural programs of a given community. This vision is described in a so-called "2001" model, see pp. 267 passim. This takes long-range, rational planning which the author describes as a five-stage process beginning with "needs assessment." Needs are always defined as the needs of a reference group, this means that in the interests of rationality, if not democracy, citizens should have input at this initial stage of planning. A "need" is further defined as "the discrepancy that exists between a standard and the present situation." However, despite the author's insistence that planning be done with rather than for citizens-clients, it is not clear who is to define the "standard".

229. Malloy, L. "Community School Movement." Education Digest 39 (April 1974) pp. 29-31.

The acceptance of community education has resulted from the realization that school and community interaction will benefit all in many ways. People must now realize that community education does not mean a lot of money; rather it is cooperation and integration between existing programs and personnel. The development of school and community centers makes use of the sharing of facilities by both organizations.

Using community schools in Atlanta; Arlington, Va.; and Pontiac, Mich. Malloy outlines four characteristics of successful schools, including joint operation of the centers through a businesslike agreement between the public bodies. The outcome of this operation will be that the school still educates, but now it has more options, more money, innovative approaches, and better use of resources.

230. Marburger, Carl A. "Considerations for Educational Planning." In The Schools and the Urban Crisis, August Kerber and Barbara Bommarito, eds. New York: Holt, Rinehart and Winston, 1965.

Marburger, formerly with the Detroit Public School System, and now Senior Associate, National Committee for the Support of the Public Schools, explains the purpose, development, and implementation of the Detroit Great Cities School Improvement Project of the early 1960's. In addition to programs that worked on teacher training and curriculum development, the project emphasized the relations between the schools and the communities they served. Parents of lower-class background, who normally are said not to know or care what the schools are doing, were reached in active attempts to involve and organize parents' and citizens' groups. The schools became true "community" schools--opening new programs and facilities to parents and families of the local neighborhood. Also, to foster mutual interest and communication, the schools hired "school-community agents" to serve as liaison between parents' groups and the schools. Although quite removed from the community-control model, this Detroit project was one of the early attempts at community involvement in urban education.

231. Marland, S.P. "The Federal Role in Community Education." Phi Delta Kappan 54, No. 3 (1972).

Marland's article introduces a special issue of Phi Delta Kappan on community education. Explaining its rationale, he asserts that the Federal role is to provide financial aid, research support, and technical assistance.

232. Melby, Ernest O. "Approaches to Role Change in Community Education." Phi Delta Kappan 54, No. 3 (1972).

Noting the existing confusion about the true nature of community education, Melby reiterates the basic philosophy behind community education and focuses on the necessary attitude changes on the part of school board members, superintendents, and principals.

233. Minzey, Jack D. and LeTarte, Clyde. Community Education: From Program to Process. Midland, Michigan: Pendell Books, 1973.

Minzey and LeTarte express the view that community education's concern should be the process of community and individual development. Programs should meet community needs or should help participants to realize how to solve community problems. Community education is seen as school-based, but with a responsibility to collaborate with other agencies in order to both provide the most complete services and avoid duplication.

They then go on to detail how to initiate community education, develop programs, mount effective public relations, staff and finance community education, plan facilities, and evaluate community education.

234. Minzey, J. "Community Education: An Amalgam of Many Views." Phi Delta Kappan 54, No. 3 (1972).

In this especially useful article, Minzey provides the definitive rationale for community education. He goes on to survey the extent, implementation, and costs of various community education programs around the country and concludes with a discussion of a successful program in Rockford, Illinois. In Rockford, the community education program provided a process for involving citizens in the identification and solution of their common problems.

235. Moore, Harold E. "Organization and Administrative Problems and Practices." Phi Delta Kappan 54, No. 3 (1972).

In this informative article, the author discusses the myriad of organizational and administrative problems and practices inherent in community education. He explains that developing community education is like any other educational venture except the character of it is determined by the values and goals of the community education concept. He provides three broad alternatives for administering a program at the school-district level, and explains the whys and hows of each.

236. Morgan, Frank W., Jr. "Vermont's Community-Involved 'Open' School." American Education 19, No. 5 (1973) pp. 10-15.

This brief but engaging article describes a one-room schoolhouse known as Westminister West Elementary, located in a rural Vermont town. The school has had tremendous success, both on achievement tests and student/community support, by combining the "open" classroom model and engaging the community in the educational process through field work and volunteers. However, the author thinks the school's success is more because of its innovative teacher than because of a policy of community control and reform.

237. Myron, Gunder A. et al. "Community College-Community School Cooperation." Community Education Journal 5 (1975) pp. 7-8.

This joint position paper sponsored by the American Association of Community and Junior Colleges and the National Community Education Association recommends the creation in local communities of community education councils composed of all public and private agencies providing educational services to citizens and to community organizations.

238. National Society for the Study of Education. The Fifty-Second Yearbook,

Part II: The Community School. Chicago: The University of Chicago Press, 1953.

This entire volume is germane to the issue of citizen participation. Consisting of 17 chapters by distinguished academics, it discusses the many facets of establishing and maintaining a community school. The chapters are divided into 4 sections. Section one, "Reorienting the Community-School Program," contains 5 chapters which attempt to explain the nature and the context of a community school. Of these, 3 examine the concepts surrounding the community school, 1 discusses the nature of American communities and 1 details methods for community study.

The 6 chapters of the second section, "Distinctive Features of Community Schools," are concerned with administration. They cover the program of the community school, staff, organization and administration, school buildings, its relationship with the community, and its potential worth.

Section three, "Educational and Social Experimentation Reflecting Community-School Objectives," cites current and past experiments with the community school concept. The first chapter discusses a Michigan case study. The second speaks of the applicability of the community school concept to other countries, citing cases in 5 countries. The third speculates on the relation between the concept and communities of greater scope than have generally been considered. The fourth traces the community school concept to Utopian thought. The fifth presents the development of the community school through the advent and subsequent progress of the power age.

Section four, "Looking Forward to Further Development of the Community School," in one chapter, speculates favorably on the future of the community school.

239. Newman, Fred M. and Oliver, Donald W. "Education and Community." Harvard Educational Review 37, No. 1 (1967) pp. 61-104.

This article discusses two basic ways of looking at American education: the "missing community" approach, through which we look critically at education and society, and the "great society" approach of optimism and faith in the trends of society. Generally the authors see American education as instrumental, organized along corporate and bureaucratic lines, fragmented, alienating, and devoid of any ideological, moral or esthetic purpose. The authors analyze most education reforms as either utopian or contributing to the growth of a dehumanizing society.

The solution lies in developing equally the three areas of human education: systematic instruction, action, and reflection. Schools should be developing all of these within the context of expanded school-community ties. The reader will find important implications for curriculum and community control of schools.

240. Olsen, Edward O. "Enlivening the Community School Curriculum." Phi Delta Kappan 54, No. 3 (1972).

Olsen's thesis is that an effective community school should be organized around basic life concerns and problems of living, not confined within the four walls of the school nor by the traditional curriculum. He states that the traditional high school should be replaced with a functional community school which educates for all life and in which the curriculum is organized around basic life concerns of all ages of people. The school curriculum should confront the "burning issues" of today and should challenge youths and adults to build a humane society.

241. Pappadakis, Nick and Totten, W. Fred. "Financing New Dimensions of Community Education." Phi Delta Kappan 54, No. 3 (1972).

While acknowledging that community education does add a significant amount to school costs, the authors suggest practical solutions for meeting these new needs. Their basic contention is by shifting the proportions of the added costs among the sources of educational income already in use, extra funds are not necessary. Communities are urged to consider using volunteers, applying for Federal and State assistance, using the support of area colleges, universities and industries, and charging small fees for community education courses.

242. Parsons, Tim. "The Community School Movement." Community Issues. C.U.N.Y., Flushing, New York: Institute for Community Studies, 1970. 79 pages. ED 048 403.

This article defines the community school as one which is controlled by neighborhood people. The author contends that parents will, and need to, support innovative approaches in curriculum, such as the open classroom, individualized instruction, home-school workshops, and team teaching between "community teachers" and regular teachers. A series of 12 geographically broad-based case studies, parent-professional partnerships, school-university links, and direct citizen/parent participation on boards of directors or schools' personnel committees are discussed in some detail. The author consistently supports the notion of parents working within established systems and builds a strong case for innovative strategies which use existing human, institutional, and physical resources. The Office of Education's followup of OEO's Headstart Program--Project Follow Through--is highlighted as an example of direct parent involvement.

In addition, the description of East Harlem Block Schools, reveals 4 types of parent involvement, ranging from information gathering about the school and their child to volunteering in school maintenance projects to acting as school advocates with local and national groups. The article ends with a list of major recommendations for generating and evaluating community controlled schools--concentrating on attitude change measures and the need to support groups like the National Association of Community Schools.

243. Phi Delta Kappan 54, No. 3 (1972): "Community Education."

The entire issue includes articles on most facets of community education.

244. Saltzman, Henry. "The Community School in the Urban Setting." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

Saltzman discusses the "community school" concept--that of a school oriented toward the local community, but run and planned by professional educators rather than the members of the community themselves. The author recognizes the problems that educators have in understanding and identifying with the poor urban areas and emphasizes the need for a sensitive, intelligent, and creative staff for schools in urban areas.

Four types of the "community school" concept are discussed: schools with (1) community-centered curriculum, (2) vocational-centered curriculum, (3) community-centered functions, and (4) community service programs. The major needs he sees for his vision of the effective urban school are a multiagency planning process, excellent staff and faculty, programs for collective action oriented toward community needs, and curriculum enrichment and development.

245. Seay, Maurice F. Community Education: A Developing Concept. Midland, Michigan: Pendell, 1974. 405 pages.

This is a comprehensive, almost definitive, introduction to community education. It introduces the concept and elaborates and summarizes past and present arguments in favor of community education (see chapters I and II). Community education is seen as a "continuous process" offered to all residents all the time (p. 11). Hence it cannot be confined within fixed administrative divisions. The implications are that every member of a community is at once a potential pupil and a potential teacher. Specifically it means: (1) extensive after-hours use of school facilities; (2) full use of community resources and institutions (see chapters III, XIV, XV, XVI: the latter focuses on the potential contributions of community colleges, universities, and professional associations); and (3) community involvement in running the community schools (see chapters VI, VII, IX: these deal with "advisory councils" and "accountability", respectively). Secondly, the book reviews the current status of research, a partial list of sponsors, and an unanswered question in community-education research (see especially chapter XVIII). Thirdly, it surveys the existing programs/experiments in community education. These references are scattered throughout the book.

What this book gains in scope it loses in specificity. For example, the general survey of research and experiences does not contain any detailed case studies. It contains many useful but general programmatic conclusions. But, there is no specific guidance for citizen-initiated community-education plans. This is a big book. Readers who want to get a brief introduction to community education should read:

Chapter I:	"Community Education: A Definition";
pp. 64-66:	a list of "primary and secondary" functions of community schools;

Chapter III: "Institutions, Communities and Agencies of Community Education";

Chapter VI: "Organizational and Administrative Structure";

Chapter VII: "Advisory Councils";

Chapter VIII: "Programming the Concept of Community Education";

Chapter IX: "Accountability and Evaluation."

246. Seay, Maurice F. "Role of the 4-Year College and University in Community Education." Phi Delta Kappan 54, No. 3 (1972).

Seay provides suggestions for colleges and universities seeking to support community education. He urges that they provide training, research, resource centers, and consulting. Eastern Michigan University's graduate program in community education is discussed as a promising case of university support.

247. Sussman, Leila and Speck, Gayle. "Community Participation in Schools: The Boston Case." Urban Education 7, No. 4 (1973) pp. 341-56.

This article investigates community participation in the Boston area by outlining various issues that arose in Roxbury, in the Quincy School Project, and in Dorchester. The authors discuss five major issues: (1) the problem of legitimacy for community groups; (2) the problem of who the community is; (3) community apathy; (4) the isolation of the community school groups; and (5) the groups' impact upon education. They conclude with 7 findings: (1) most of the community school groups were founded in response to Federal programs; (2) they maintained themselves on funds from the same; (3) their effect on the quality of education has been minimal (so far); (4) they have a hard time deciding who legitimately represents the community; (5) they did help persuade the public facilities department to build open-plan schools; (6) they did not influence the Boston School Department to train teachers to teach open education in these new schools; and (7) they do serve as an open channel for issues.

This article is suggested for readers who are probing citizen participation and organizational effectiveness issues.

248. Sussman, Leila. "The Community Schools Movement in Compton City, A Final Report." Washington, D.C.: National Center for Education Research, September 1970. 77 pages. ED 047 424.

This article discusses the development of three school-community councils by focusing on their activities to do with new school buildings, curriculum, hiring, and budget concerns. Each group was created by the "establishment" and was dependent upon government and/or foundation money for its existence; none had a broad base in the community. All the names in the article are fictitious, although the information is drawn from actual observation. All three councils experienced difficulties in establishing rapport and in dealing with local school issues.

The author's conclusions are based also on her study of nine additional school-community groups in the same city. She stresses that the community school groups are creations of the liberal "establishment". Community control advocates, present at the inception of such groups, withdrew after a short time--lacking resources and agreement with their "radical" position by the majority. Sussman also discusses problems of legitimacy, challenges to school authority, and political socialization in the groups she observed, focusing on power in the community groups' relationships. Although their impact on schooling has been small, Sussman feels that community school groups' influence will increase as more and more citizens become informed about education through this participation.

249. Totten, W.F. "The Community Education Approach to Learning." In Opening the Schools: Alternative Ways of Learning, Richard W. Saxe, ed. Berkeley, California: McCutchan, 1972. pp. 212-32.

Written especially for this anthology, the article offers a definition, defense, and explanation of community education. After listing the functions, goals and programs of community education, the author concludes with a list of sponsors, agencies, and publications pertaining to community education. The article contains little by way of factual information or practical advice. It is recommended as a short, albeit almost polemical, introduction to the concept of community education for readers who have had no prior knowledge of that idea.

250. Totten, W.F. and Manley, F.J. The Community School: Basic Concepts, Functions and Organization. Galien, Michigan: Allied Educational Council, 1969. 274 pages.

This book is a persuasive, imaginative and, at times, practical argument for community education. Urbanization is said to have caused problems which the family is unable to handle. The traditional school remains unwilling and/or unconscious of its potential for handling those problems. The authors propose that we turn the unused potential of such a school towards these problems thereby capitalizing on the existing but unused resources of each community (see chapters I-IV and VII). This has obvious implications not only for community involvement but for changes in the staffing, administration, and professional self-images of schools and school personnel. These are discussed in chapters VI, VII and X. This book, like many others on community education, is not self-critical. In general, this book is weaker in factual information (although it does make some references to the experiments in Flint, Michigan; see pp. 184-88, 194-95) and stronger in imagination and practical implications. Those interested or involved in initiating community education could find chapters IX and XII particularly useful. The book concludes with an extensive, albeit somewhat dated, 6-page bibliography.

251. Weaver, Donald C. "A Case for Theory Development in Community Education." Phi Delta Kappan 54, No. 3 (1972) pp. 154-57.

Weaver notes that the various definitions and approaches to community education lead to confusion about its effectiveness and potential. He urges that advocates and practitioners begin systematically to test and evaluate key assumptions and practices of community education. The present article can be seen as a research proposal for theory development in community education.

252. Wilkinson, Doreen H. Community Schools: Education for Change. Boston, Mass.: National Association of Independent Schools, November 1973. 50 pages. (Copies may be obtained at $2.50 each from NAIS, 4 Liberty Square, Boston, Mass. 02109.)

Doreen Wilkinson was Headmistress of the Roxbury Community School (Boston) from 1967 to 1970. It is her conviction that the involvement of parents in the education of their children is vital for impoverished and minority citizens to achieve a better life in a more equal society. This study examines the achievements and limitations of this principle in existing community schools and evaluates its applicability to the broader educational scene. Most of the investigation is concentrated on community primary schools in the Boston area. However, the book is not research-oriented. It is rather a statement of practical observations, conclusions, and general philosophy.

After an overview of the origins of the community school, Wilkinson analyzes the community school in the black ghetto, centering on parent involvement, teaching practices and problems, and ensuring the stability of the school itself. She uses this analysis as a background to present her ideas on the need for a new philosophy of education, especially for poor urban blacks. A section of conclusions and recommendations offers program advice and practical application of her philosophy to a working community school. A list of references is included.

253. Wood, Erica. "An Identification and Analysis of the Legal Environment for Community Education." Journal of Law and Education 3, No. 1 (1974) pp. 1-31.

Arguing that community education "possesses the potential for creating a whole new dimension of public education law, one which will bind the school closer to the community," the author surveys the legislation and judicial decisions which encourage or inhibit community education. On the positive side, 11 States have passed legislation encouraging the creation of community schools and judicial rulings have, in general, facilitated the use of school property for community purposes. On the negative side, State laws continue to work with an overly narrow interpretation of "school" and "student". This inhibits seeing the school as a total community institution and denies community residents the full range of school facilities and services, as for example, in adult education. In terms of financing, this narrow legal definition regards community education programs as "...an add-on program--an extra frill rather than as a fundamental redefinition of education."

DISSERTATIONS

Ahda, Allen Arthur. *A Study of the Relationship Between the Community School Concept and Selected Public Attitudes*. 31A:2088.

Cameron, Henry T. *The Story of the Development of the Total Community School in the City of New Haven, Connecticut, for the Period 1962-1971*. 33A:4462.

Crosby, Jerry David. *A Study of the Expectancies Which Community School Directors and Related Others Have of the Community School Directors' Roles in Serving Neighborhoods of Eight Inner-City Schools in the City of Flint, Michigan*. 26:4363.

Hall, D.W. *The Effects of School Involvement on the Educational Attitudes of Community Adults*. 32A:124.

Harris, Lewis Evan. *A Study of Certain Factors in the Evolution and Development of the Floodwood Community School*. 12:702.

Loving, Alvin Demar. *Crystalizing and Making Concrete the Community School Concept in Michigan Through Study of On-Going Community School Practices*. 14:2255.

Murphy, Edward John. *An Urban Community School Project: The Establishment and Operation of the Bronxwood Community School Project*. 14:791.

Murray, Leslie Lee. *Factors Which Have Influenced the Development and Success of Two Selected Rural Community Schools*. 16:1642.

Parrino, Dionisio. *South Bronx Community Center: An Analysis of a Community School in an Urban Heterogeneous Area*. 14:1645.

Scott, Hugh Jerome. *A Descriptive Analysis of the Evolving Role of the School-Community Agent in the Detroit Great Cities School Improvement Project*. 28A:64.

Solberg, James Ronald. *The Evolution and Implementation of the Community-School Concept*. 31A:2665.

Sophia, Lawrence L. *An Examination and Appraisal of the Paul L. Best School, Ferndale, Michigan, Within the Framework of the Community School Concept*. 25:5163.

SECTION II

PATTERNS OF CITIZEN PARTICIPATION

CHAPTER 5

WHO PARTICIPATES?
A SURVEY OF RESEARCH ON EDUCATIONAL POLICYMAKING

The selections below cover a wide range of topics. They were selected for the factual information they provide on the general question of "Who makes school policy?" The emphasis here is on the research about who participates, where, when, under what conditions, and with what impact. Readers interested in school issues and governance in the context of community conflict and community power should find this section most useful.

In summary, this chapter represents a survey of the relatively new subfield of social science: "school politics." For a more critical and analytical discussion of the literature and issues raised in this chapter readers are invited to consult Lois Saxelby Steinberg, Social Science Theory and Research on Participation and Voluntary Associations: A Bibliographic Essay. This is a separate but companion volume, Report No. 3, of the IRE/OCS study of Citizen Organizations.

254. Adams, Velma A. "Taxpayers Out to Change the Schools." School Management 18, No. 6 (1974) pp. 22-26.

The article notes that citizen discontent and citizen activism over school policies are not limited to urban, poor, and minority neighborhoods.

255. Alford, Robert A. "School District Reorganization and Community Integration." Harvard Educational Review 30, No. 4 (1960) pp. 350-71.

The question of reorganization of school districts exposes the conflict between two fundamental school functions or needs: (1) the unification of adjacent small districts in the interests of educational efficiency and national standards, and (2) the development of schools as community institutions with local control and participation.

This dilemma is, generally speaking, one which bears on all aspects of the growing modernization, centralization, urbanization, and standardization of society. The discussion is relevant to the question: Are the schools instruments for the larger society? The article is a specific story of school district reorganization in one California county.

256. Anderson, James G. Bureaucracy in Education. Baltimore: Johns Hopkins Press, 1968.

The author reports on an empirical study which examines in detail the growth, functioning, and consequences of bureaucratic rules within the public schools. The study, data for which were derived using the analytical techniques of survey research, is relevant to citizen participation in education, particularly as a means to understanding the reasons for and nature of the school bureaucracy, which is such a large element in the power structures of all urban school systems. Particularly pertinent are Anderson's observations on the reasons behind frequent resistance to change by bureaucracies and his discussion, in chapter 6, of the effect on the bureaucracy of its "clients"--students and their parents.

257. Aufderheide, Alan. "Educational Interest Groups and the State Legislature." In State Policy Making for the Public Schools, R. Campbell and T.L. Mozzoni, ed. Berkeley, Calif.: McCutchan, 1974.

Aufderheide presents the findings of research on the role of education interest groups in legislative policymaking. His data, drawn primarily from interviews with educational interest groups and legislative leaders in 12 States, focus on the relative strength and political effectiveness of State affiliates of the National Education Association, State affiliates of the American Federation of Teachers, and administrators' and school boards' associations. The author found that:

1. labor-management splits often prevented all four groups from combining on general education issues;

2. NEA affiliates were found to be more effective and visible than AFT affiliates; and

3. while administrators' and school boards' associations were seen by legislators as more "legitimate" in terms of the public interest their effectiveness was limited by the lack of a specific constituency. Teacher associations were more able to mobilize their mass membership and trade on the support of organized labor.

258. Barnes, Delores. "Structuring Communication with Parents: Participation in Common Terms." Los Angeles: University of California, Center for the Study of Evaluations, October 1972. 38 pages. ED 071 180.

This study was conducted to identify the language difficulties encountered by parents in working with 106 goal statements for elementary education. A sample of 13 parents from middle to low socioeconomic classes identified 1,265 words and phrases they did not understand. After the goals were rewritten, parents identified only 58 words and phrases as not understandable. Based on the theory that communication only takes place when communicators are speaking from a mutually held stock of knowledge, the newly rewritten statements are more understandable than the original statements. Based on the theory of pragmatic communication, the parents are still in the doublebind position regarding such goals as those of modern math and cannot communicate appropriately their desires for their children. Should principals act on the rating of such goals by parents, it is possible that the school programs would not reflect the true goals desired by parents. If parents are to participate in goal-sorting procedures, they need a way of indicating what they do not understand and an opportunity for further clarification prior to rating the goals. (Annotation by ERIC.)

259. Bendiner, Robert. The Politics of Schools: A Crisis in Self-Government. New York: Harper & Row, 1969.

Bendiner focuses on school boards, among the political elements in the politics of schools, and examines the degree to which boards contribute to solving the great problems confronting contemporary public education, in which he includes the equal education of the children of the rich and the poor and the successful management of the conflict between tight funding and the need to raise academic standards.

Addressing himself primarily to lay citizens, Bendiner includes many descriptions of the experience of individual cities. Chapter 5 focuses on school board and community interaction and the representativeness and responsiveness of school boards in the various cities. Community control, school decentralization, and the role of community school boards are discussed in chapter 12.

260. Blackwell, Gordon W. "Sociologist on School-Community Relations." Annals of the American Academy of Political and Social Science 302 (1955) pp. 128-35.

This clear study of the sociological dimensions of a community, of the community organization movement in America as of 1955, and of implications of the combination of these two for school/community relations is most useful now for its sociological summary in the first four pages.

261. Bloomberg, Warner Jr., and Kincaid, John. "Parent Participation: Practical Policy or Another Panacea?" Urban Review 2 (June 1968) pp. 5-11.

The authors view the surge toward increased citizen participation as being another manifestation of the "taxpayers' revolt." They analyze the factors that engender and catalyze such a reaction, examine the process of increased citizen participation in education, predict what will occur based on past experience, and reach a series of thoughtful conclusions. The article is lucid and informative, the theories presented are documented, and specific supportive examples are cited.

262. Boyd, William L. "The Public, the Professionals, and Educational Policy-Making: Who Governs?" Teachers College Record 77, No. 4 (1976) pp. 539-577.

This is an analytical but nontechnical review of the literature and research on the issue of "...whether professional educators (instead of the public) have themselves gained the upper hand in policymaking, while at the same time enjoying substantial insulation from public opinion and accountability." The review proceeds via a typology of participatory mechanisms (ad hoc vs. ongoing) and types of issues, (external vs. internal, e.g., desegregation vs. curriculum and "redistributive" vs. "regulative.")

These terms are defined clearly and simply within the article and should pose no problem for nonprofessional readers. The emphasis in the selected literature and in this review is on citizen participation in desegregation and curriculum issues.

Boyd argues that the available evidence, while still inconclusive, suggests that in the majority of school districts (the "sample" included a fair number of suburban and rural communities), majority interests will prevail. By and large school administrators and school boards attempt to act in harmony with what they perceive to be the dominant values and expectations about the schools. Where there is an absence ("zone of tolerance") of community pressures, school officials are free to run the system according to professional norms and values and school boards are more apt to defer to professional administrators. On the other hand, the frequency, extent and intensity of citizen involvement varies with the type of issue and the type of school district. More specifically, the local citizenry and school board will tend to have more influence in: (1) external, redistributive and strategic policy decisions; and (2) smaller, more homogeneous communities.

The obvious policy implication, not pursued by the author, is for "political" (community control) not just administrative decentralization of large urban-school districts provided that school district lines are coterminous with "natural" communities, i.e., neighborhoods. Instead, the author chooses to argue against the "balkanization" of large urban school districts; he argues that "politicized" schools might be less responsive.

263. Calkins, James E. "Are Your Students Involved in Deciding Crucial Issues? Staples High School, Westport, Connecticut." NASSP Bulletin, October 1974, pp. 13-29.

Calkins, an assistant principal of Staples High School in Westport, Connecticut, describes a very successful experience in involving students in the governance of the school, carefully describing the type of climate and attitudes necessary for making such an experiment a success.

264. Campbell, A. Hank. "Educational Policy-Making Studied in Large Cities." American School Board Journal 154, No. 3 (1967) pp. 18-27.

This is a preliminary, partial report of findings of a study of policies and policymaking of large city educational systems, made under the auspices of the Maxwell Graduate School of Syracuse University. It focuses on the decisionmaking environment of the systems studied, emphasizing the socioeconomic, fiscal, and governmental environments, and presenting some hypotheses on the political environment. Footnotes refer to publications of more detailed findings of the study.

265. Charters, W.W., Jr. "Social Class Analysis and the Control of Public Education." Harvard Educational Review 23 (1953) pp. 268-83.

Charters discusses how social stratification in general and the "dominant class or classes" affect administrative and policyforming aspects of the school. He suggests that the dominant "class" theory of educational control or hegemony must be tempered by an appreciation of growing professional independence. He argues for balance between professionalism and community control of schools. An understanding of outside-of-school forces (such as the "class" nature of local boards) must be seen in the context of rising professional and bureaucratic-organizational imperatives. No one point of view is adequate to explain the social forces operating on the schools, nor capable of explaining the differences among schools.

266. Chu, Morgan. "An Exploration of the Subcommunity Politics of Education: Four Comparative Case Studies." Journal of Educational Administration 12, No. 1 (1975) pp. 99-117.

This paper discusses four low-income Los Angeles communities with respect to environmental and familial factors which affect political influence in citywide politics. The focus was on community differences in levels of funding for schools and in rates of participation of school policy issues. Chu found that: (1) levels of spending varied with the ethnic composition of neighborhoods, i.e., minority neighborhoods were underfunded, and (2) communities with female-headed families had lower rates of political participation and influence.

267. Cistone, Peter J. Understanding School Boards: Problems and Prospects. Lexington, Massachusetts: D.C. Heath, 1975. 286 pages.

This is an edited anthology of papers, addresses, research reports and proposals delivered at a National School Board Association (NSBA) symposium in April 1975. Aimed at professional social scientists, most of these concern methodologies and research strategies and/or focus on the internal dynamics of school boards. Only parts IV: "School Board and Community Structures" (pp. 159-217) and V: "The School Board and Community Demands and Supports" (pp. 217-253) would be useful for most of our readers. Important selections include:

Part IV

8. D. Mann, "School Board and Power in Local Communities"

9. R.E. Jongeward, "The School Board in the Rural Community"

10. F.M. Wirt, "Social Diversity and School Board Responsiveness in Urban Schools"

Part V

11. D.K. Wiles, "Community Control, Decentralization, and School Consolidation: The Impact on School Boards"

12. M. Kent Jennings, "Patterns of School Board Responsiveness"

Some of these are annotated separately in this bibliography.

268. Clark, Terry N. "Community Structure, Decision-Making, and Public Policy in 51 American Communities." In Cities and Suburbs: Selected Readings in Local Politics and Public Policy, Bryan T. Downes, ed. Belmont, California: Wadsworth Publishing Co., 1971.

Clark constructs an index of centralization--a comparative measure of decentralization of power in a community based on: (1) participation: the larger the number of actors involved in community decisionmaking, the greater the decentralization; and (2) overlap: the less similar the cluster of actors in one issue area to those in adjoining areas, the greater the decentralization. The author attempts to correlate centralization and a variety of community variables.

Main findings are: (1) decentralized decisionmaking is most often found in large, socially and economically heterogeneous communities; however, (2) the higher the degree of industrialization within a community, the more centralized its decisionmaking structure.

269. Cuban, Larry. Urban School Chiefs Under Fire. Chicago: University of Chicago Press, 1976. 215 pages.

Written about school superintendents, by a superintendent, this is a case study of three urban school systems (Chicago, Washington, D.C., and San Francisco) and their problems as seen from the perspectives of their respective school superintendents.

The study is guided by two questions: "How have big-city superintendents responded to outside pressure? . . . Why have they responded in the ways they have?" These are investigated by focusing on three issues in three cities: Chicago--desegregation controversy in the 1960's; Washington, D.C.--what the author calls a "federally financed attack on the school system," i.e., mid-sixties "Model Schools" programs; and San Francisco--a teacher-parent drive for "back-to-basics" in the immediate post-Sputnik era of 1958-59. These three case studies are found in chapters 1-3. Chapter 4 generalizes from these case studies. Its most important section is pp. 97-107, "Pressure Groups and Responses from the School System," a survey of the community groups and interests mobilized around the issues in the three cities. The chapter concludes with a discussion of four alternatives, but not mutually exclusive explanatory models: socioeconomic forces, political bargaining, organizational decisionmaking, and individual leadership. The 4th and 5th chapters deal with (1) the historical background on the office of the urban superintendency and (2) the socioeconomic, educational, and occupational backgrounds of its incumbents, and prescribe role definitions for the urban superintendent.

This is a readable but essentially anecdotal, even "gossipy" series of case studies. The "data" consist of newspaper accounts and informal conversations. The result is an unmistakable bias towards the perceptions of the "embattled superintendent." However, the book is still very useful. Moreover, there is a great deal of descriptive information on the history (1955-1965) of citizen-participation in education, e.g., the "back-to-basics" movement in San Francisco, 1958.

270. Fagan, Dorothy F. "Community Participation in Decision Making," Educational Horizons 52, 1, pp. 10-12 (Fall 1973).

Fagan describes various examples of school-community cooperation in Pasadena, California. She cites instances of cooperation in desegregation, staffing, planning, and plant utilization studies conducted in light of declining enrollment, and local business involvement in a study of school finance.

271. Firestone, William. "Community Organizations and School Reform: A Case Study." School Review 81 (1972) pp. 108-20.

This scholarly article examines the operations of a parents' group (known as "Parents for Schools") in an inner-city school district and counterposes the author's observations and experiences with the theories of Joseph Weercs and Mancur Olson, both of whom are wary of the reform orientations of community groups participating in school politics. The author is particularly concerned with proving that community organizations' concerns with schools can provide individual incentives to their members and thus obtain their support for reform.

272. Gans, Herbert J., "The New School System." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

The author examines the educational policymaking system of a new New Jersey suburban development, Levittown. He finds that while decisions there are made by a relatively small number of people, they are individuals who are generally responsive to the electorate. Consequently, most parents are satisfied with the status quo and have either favored maintaining existing structures or ventured no opinion. Still, a minority of citizens have intervened and come into conflict with administrators and board members. The study analyzes in detail this conflict and its resolution, with emphasis on the interaction between the civic group, the superintendent, and the existing power bloc.

273. Gittell, Marilyn. Educating an Urban Population. Beverly Hills, California: Sage Publications, 1967.

This book is a comprehensive compilation of 16 articles (three of which appear in the author's later Politics of Urban Education) exploring educational policy processes in the urban community. It provides a cross section of current research and thinking on the problems of urban education as they are developing in the social sciences. Despite the diversity of disciplines and viewpoints represented, certain themes emerge. The urban school is viewed consistently as a political and social subsystem, contained within an increasingly complex urban situation, which has failed to respond to the demands made upon it. It is these political realities which the schools must face if they are to become effective institutions.

The articles contained in the first part of the book provide a clear picture of the nature and scope of urban school problems--economic, educational, legal, and demographic. Of overriding concern is the problem of matching the diminishing resources of urban schools to the rapidly increasing needs with which they must deal. The results of suburban migration and of central city decay are viewed in the context of the demands placed upon urban educational policy. The tone of this section dramatizes the magnitude of the problems faced by urban school systems and suggests the need for finding new solutions.

The second part of the book is comprised of case studies on decision-making in urban school systems. Of particular note is David Rogers' "Obstacles to School Desegregation in New York City," an excellent shortened version of his 110 Livingston Street. His conclusion, as it pertains to urban schools, is that "the more pluralism and fragmentation of interest groups and governmental agencies in a city, the more likely it is to become polarized and then stalemated." The result is poor maintenance of the status quo. Given the ever-changing nature of urban centers, this status quo can mean nothing but abject failure for urban schools.

The third part of the book presents solutions to these problems offered by a sociologist, a political scientist, an economist, and an educator. For the most part these are limited, conventional suggestions. The notable exception is an article by Richard L. Derr, "Urban Educational Problems: Models and Strategies." In a clear and concise fashion, Derr contrasts two opposing strategies for the urban school: functional autonomy (from the surrounding community) and integration (with the community). The arguments presented do justice to both positions as well as suggest avenues for further discussion and criticism among educators, politicians, social scientists, and urban residents.

Perhaps the most valuable aspect of this book is the contrast between differing positions regarding urban education. The result is a multi-dimensional, dynamic illustration of the problems which social scientists concerned with urban education are exploring and the tentative approaches and solutions which they are employing.

274. Gittell, Marilyn. Participants and Participation: A Study of School Policy in New York City. New York: Praeger, 1967.

This empirical study of the political forces and the individuals who affect policymaking in the New York City school system was initiated as a consultant's report to New York City's Temporary Commission on City Finances. It presaged the Bundy Report. The findings provide the basis for observations on the changes necessary in such a policysetting system as the one studied before basic improvements may be expected.

After detailing the potential participants in policysetting, Gittell analyzes 5 important areas of decisionmaking: budget and curriculum planning, selection of superintendents, salary policy, and integration policy. Gittell found that in the New York system, decisionmaking power had passed to a small central bureaucracy. No forces were present to broaden education policy and relate it to other city policy. The author suggests that any plan for change, in a school system such as New York's, must have as its first objective the diminution of bureaucratic power; any reorganization plan must embody a formula for decentralizing bureaucratic authority and expanding outside nonprofessional influences. The book closes with a specific plan for reorganization in New York City. There is an extensive bibliography.

275. Gittell, Marilyn. "Professionalism and Public Participation in Educational Policy Making: New York City, A Case Study." *Public Administrative Review* 27, No. 3 (1967) pp. 237-51.

In this study of the policymaking processes of the New York City school system during the 1950's and 1960's, Marilyn Gittell depicts a large, bureaucratic centralized authority with emphasis placed on the idea of "professionalism." The New York Board of Education has almost isolated itself from outside pressures and influences, claiming expertise as the only proper criterion for policy and decisionmaking. Other parties--such as the Mayor, State and Federal departments and agencies, the superintendent and administrative staff, and local civic groups--are all found to have ill-defined powers and inputs into the educational process. Parent participation, except for the controversy over integration, is virtually nil. The overall picture is one of an ambiguous power structure with a poor and ineffective decisionmaking and implementing apparatus.

276. Gittell, Marilyn, and Hevesi, Alan, eds. *The Politics of Urban Education*. New York: Praeger, 1969.

This informative book successfully attempts to give both the theoretical and historical background necessary to an understanding of the current dispute over the reform of urban educational structures and institutions. The 25 articles, including documents, theoretical polemics, and case studies, make use of the various insights of philosophy, economics, political science, and sociology. Viewing the controversy over community control and decentralization as the logical result of the utter failure of real integration, the authors consider why meaningful reform does or does not take place. The case studies are particularly useful as attempts to view an entire urban political process in the context of education. While making a reasonable effort to present both sides, such as in the Ocean Hill-Brownsville controversy, the book is clearly concerned with situating and explaining the demand for community control. The weight of the evidence argues for a balancing of professionalism with community participation.

Some of the general premises of the book, as enumerated in Fantini's essay, "Community Participation," are:

(1) Public education is failing.

(2) Public education is a government function and responsibility.

(3) Public education generally trains and evaluates children by white, middle-class standards.

(4) Public education cannot, by definition, be limited, even de facto, to those children responsive to such standards.

(5) The public has the right to determine education policy and to hold the professionals accountable for its implementation.

(6) The urban crisis is inextricably linked to the crisis of urban education. Both are fundamentally political issues.

Similarly, 3 major advantages are involved in the development of community participation, which, though largely political, are also seen as solutions to many of the difficult problems of education per se.

(1) For the parents, a tangible grasp on the destiny of their children and an opening to richer meaning for their own lives.

(2) For professionals, surcease from an increasingly negative community climate and, more positively, new energies and allies in their task.

(3) For the children, a school system responsive to their needs and abilities, resonant with their personal style and affirmative in its expectations.

The potential inefficiencies, local rivalries, conflicts, and parochialism involved in community control are seen as being effectively dealt with only when people are moved outside their alienated and apathetic roles into positions of real responsibility and public debate. The ultimate value of participatory democracy in education may lie in its general attack on elitist professionalism, conformity, and human channeling. The authors appeal for schools to stop selecting people out and begin maximizing human potential--which may be the ultimate lesson of the post-1954 era in education.

277. Gittell, Marilyn, and Hollander, T. Edward. Six Urban School Districts: A Comparative Study of Institutional Response. New York: Praeger, 1968.

The authors report on a comparative study of the fiscal and administrative operations in 6 large urban school districts (New York, Chicago, Philadelphia, St. Louis, Baltimore, and Detroit). The study assumes that adaptatibility of a school district is its most important characteristic and identifies innovation as the primary criterion of adaptability. Three categories of factors believed to be causally related to innovation were studied: administrative organization of the district; allocation of financial resources; and the extent of participation in school policymaking. Of these three categories only public participation seemed to bear a direct and clear-cut cause-and-effect relationship with adaptability.

The authors examined participation in policymaking on the hypothesis that most pressures for change in school systems are outside the system originating in the community in which the system functions. The question of openness, and its relation to reform, suffuses the study. "Community participants" was one of 4 groups analyzed in the study of school structure and policymaking. The authors also examined the degree to which potential participant-groups actually offered alternatives to professional thinking.

278. Gross, Mary J. et al. Combined Human Efforts in Elevating Achievement at the Wheatley School, Washington, D.C. 117 pages, 1974. Ed. D. practicum, Nova University.

This report focuses on the planning and implementation of a comprehensive development program for staff, parents, and community at an inner-city elementary school. The student population at the Wheatley School was segregated and came from disadvantaged families. The program, encouraging the participation of all decisionmakers in the educational process, included a variety of activities, workshops, and group efforts. By a number of measures the author substantiates gains in student achievement and community participation.

279. Hamlin, Herbert M. "Organized Citizen Participation in the Public Schools." Review of Educational Research 23 (1953) pp. 346-52.

This review of (1) studies dealing with background for understanding citizens' groups in education and (2) studies of actual local citizens' groups, contains critical evaluative questions concerning citizen participation in education, hypotheses regarding citizens' groups, and specific recommendations for organization. The review has a good bibliography of relevant information--dated, but of considerable historical interest.

280. Havighurst, Robert J. "Metropolitan Development and the Educational System." In The Schools and the Urban Crisis, August Kerber and Barbara Bommarito, eds. New York: Holt, Rinehart & Winston, 1965.

Robert Havighurst again restates the argument for areawide metropolitan school systems that incorporate both urban and suburban communities under one central authority. Outlining the problems of the present racial and social class de facto segregation in modern metropolitan areas, the author feels that such separation is harmful to both rich and poor, white and black--especially in the schools.

Rather than continuing with present compensatory programs designed to relieve the urban education crisis, Havighurst argues that new metropolitan systems must be developed in which equal facilities and opportunities are provided to all children in properly integrated school complexes. He disputes the claims of the proponents of segregated community schools and insists that integration as well as enhanced academic achievement are requisites for proper socialization in our democracy. However, local school boards should have fairly extensive administrative rights over community schools, within the larger hierarchy of a centralized authority controlling finances and major policy decisions.

281. Havighurst, Robert J. "Urban Development and the Educational System." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

This article reviews the phenomenon of the white middle-class exodus from urban areas and the development of the "lower-class" school. Havighurst introduces the concept of the "status ratio"--the ratio of upper- and middle-class children to lower-class children in a school--and uses this formula, as well as case studies, to argue for integrated schooling with equal distribution of social classes. He gives evidence showing that lower-class children do better academically and have higher aspirations in mixed-class schools.

The author recognizes the problem of de facto segregation due to nonintegrated housing and communities. He proposes plans both for improving lower-class schools--such as enrichment and work/study programs--and for promoting mixed-class schools through integrated housing and city planning. He discusses community input into local schools through community councils.

282. Hines, V.A., and Curran, R.L. "School and Community Forces." Review of Educational Research 25 (1955) pp. 48-60.

The aspects of this article which might be most helpful are those on the type of power structure and degree of formality of organization in relation to effectiveness of a citizen group. References are given.

283. Jongewood, Ray E. "Involving Rural People in Rural Education." Paper presented at the Annual Meeting of the Rural Sociological Society, Montreal, August 1974. ED 093 558.

Jongewood discusses a project based in Portland, Oregon, involving citizen participation in rural areas. The project focused on training for citizen participation in their public schools. Participants were trained in communication, problemsolving, and decisionmaking.

284. Katzman, Martin T. The Political Economy of Urban Schools. Cambridge: Harvard University Press, 1971.

This book is a fairly technical and complex analysis and discussion of urban education from the perspectives of politics, economics, and educational evaluation. Katzman outlines the many problems generated by the heterogeneous public that the schools must serve in large cities--the multiplicity of social, economic, and ideological factors in the system as well as the distribution and evaluation of educational results. His detailed, quantitative study of the Boston public elementary schools is an example of how to measure technological efficiency, resources, the quality of education, and interrelationships of schools in a nonprofit organization such as a city school system.

285. Kerckhoff, Alan C., and Huff, Judith L. "Parental Influence on Educational Goals." Sociometry 37, No. 3 (1974) pp. 307-327.

This study attempts to determine whether parent-child agreement on educational goals can be accepted as evidence of parental influence. Data were collected from 9th and 12th grade boys and their parents. Conclusions were as follows: (1) parent-child agreement cannot be viewed as a wholly spurious basis for imputing influence; (2) agreement measures based on the child's report of the parent's goals lead to different outcomes than those based on the parent's own report; (3) the child's report of the parent's goal seems to reflect the child's projection of his own goals and criteria of goalsetting onto his parents; (4) the evidence of direct goal transmission from parent to child is stronger among the older boys, but a paternal influence in the form of the son modeling his father appears to be more predominant among the younger boys. The authors found no evidence to support the hypothesis that agreement on goals varies with the quality of the parent-child relationship.

An extensive list of references is included.

286. Kerr, Norman D. "The School Board as an Agency of Legitimation." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This well documented and instructive selection explores different facets of the context and composition of boards of education which influence the relationship between the performance and background of board members.

The author, writing under a pseudonym, hypothesizes that under certain conditions school boards concentrate on legitimating policies of the school system to the community rather than representing the different factions of the community before the school administration. This perverse behavior, the author claims, is an organizational defense contravening the threat posed by local control to the system's institutional security. The conclusions are drawn primarily from research conducted in 1962-63 in two northern suburban school districts.

287. Kimbrough, Ralph B. "An Informal Arrangement for Influence over Basic Policy." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

Kimbrough believes that an informal arrangement of power and policymaking exists in a great number of school districts and is of conspicuous significance. In this highly theoretical, provocative and informative article, he postulates certain generalizations drawn from existing power studies which might be relevant to the educational policymaking system. The generalizations are conceptual statements, on which the author expands, leading to the conclusion that critical educational decisions are made for school authorities, not by them.

288. LaNoue, George R. "Henry and Kerwin and Politics and Educational Policy."

The School Review 75, No. 1 (1967) pp. 76-91.

LaNoue, of Columbia University's Teachers College, exposes the myth of educational autonomy from politics in his review of past studies and discussion of current problems. Claiming that all education policies are related to the political process in spite of the supposed independence of educators, the author does believe that mechanisms must be developed to ensure academic freedom in local schools and institutions of higher education. LaNoue feels that the destruction of the myth of autonomy may actually benefit the schools--especially in the area of closer cooperation between local government, political powers, and the school administrators.

289. Lopate, Carol, et al. "Some Effects of Parent and Community Participation on Public Education." ERIC Clearinghouse on the Urban Disadvantaged. New York: Teachers College, Columbia University, February 1969.

Lopate points out that it has been consistently demonstrated that participation in the decisionmaking process results in positive changes in both the affective and instrumental behavior of participants--that parent involvement in the schools enhances children's development and academic achievement. The argument is that the sense of powerlessness felt by minority parents and children in dealing with such middle-class institutions as the schools would be lessened if they actively participated in the decisions affecting a significant part of their lives. Concomitantly, an improved self-concept and greater sense of fate control leads to changes in children's aspirations, attitudes, and motivation, and hence their academic achievement. Moreover, strengthening the integrity of the neighborhood school and the community would also serve to enhance children's development. Minority group children's heightened sense of self-worth and control over their destinies (mentioned in the Coleman report as such an important element in school success) would be encouraged by their awareness of the participation of their parents and community groups in effecting changes in educational policy and programs.

290. Lusthaus, Evelyn W. et al. "Influencing Patterns of Emerging Educational Interest Groups in Urban Communities." Paper presented at the Annual Meeting of the American Educational Research Association, Washington, D.C., April 1975. 20 pages. ED 105 036.

At times technical, this paper discusses the patterns of conflict and accommodation between community and the educational system. Lusthaus' basic premise is that there are three modes of interaction between the community and the educational system. The normative relationship is one that evolves from the two groups being in agreement. The utilitarian relationship occurs when both sides realize there has to be a trade-off. The coercive relationship evolves when cooperation is not possible.

The typology is briefly illustrated by means of a case study. The paper concludes with a bibliography useful to those interested in the "theory" of community conflict.

291. Lyke, Robert F. "Representation and Urban School Boards." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Robert Lyke, of Princeton University, discusses the problem of unresponsive boards of education in large cities. From a study of the school boards of two middle-size eastern cities, he shows that where the political powers are white and the school children are predominantly nonwhite, the school boards are not responsive to the needs and demands of minority parents and communities. All of the members of the two school boards admitted their lack of responsiveness to the public and justified it with four major claims: (1) community demands are irrelevant, (2) community organizations are irresponsible, (3) community organizations are illegitimate, and (4) school boards are limited in task and influence.

The author is quite pessimistic about the ability of a central board to respond adequately to the needs of the heterogeneous social system found in large modern cities. He states that better representation of minorities on school boards will not improve the situation and argues for decentralized systems, with autonomous local boards elected directly by the district. He also suggests further reforms to ensure greater responsiveness to the community, including an ombudsman to handle citizen complaints and full-time, paid professional positions for elected members of local school boards.

292. Maguire, J.W. "School Principals and the Community Power Structure." Intellect 102, No. 2358 (1974) pp. 510-511.

Directed at educators, this article argues that with increased community involvement in public education, principals need to be more politically sensitive to the needs and perspectives of their respective school's communities. This argument is developed through a discussion of research showing that:

(a) principals were unable to identify the "community power structure" and

(b) they did not ascribe the same importance to certain issues as did community leaders.

293. Mann, Dale. The Politics of Administrative Representation. Lexington, Massachusetts: D.C. Heath, 1976.

This book, directed primarily at principals and school administrators, is a heavily research-oriented, role-theory examination of administrative behavior and shared control. The bulk of it is an analysis of the roles of a national sample of administrators. The last three chapters offer useful information for parents and citizens as they present evidence found in a nationwide search for mechanisms of successful school/community involvement. Chapter 5 relates increased involvement to increased goal achievement, and discusses the "whys" of community involvement. Chapter 6 describes the nature of that involvement and its operational features based on research. Mann's basic position is that "the goals that both lay and professional people have for schools can be achieved by sharing the control of those schools."

Based on that position, Mann presents, in chapter 7, "A Principal's Handbook for Shared Control in Urban Community Schools," a detailed guide for setting up a neighborhood group to participate in school decisionmaking. Although designed for principals, this could be an extremely valuable aid to community participation advocates. Advice is offered on the complete process of planning and implementation. Subjects discussed include: elections, group structure, types of representation, communications responsibilities, mobilization of financial and human resources, and guidelines on input in various school issues: budget, curriculum, personnel and student concerns. Appendixes provide suggested bylaws and prototype budgets for support of neighborhood groups. This chapter is practical and direct.

An extensive bibliography is included.

294. Mauger, Peter. "Community Involvement in Chinese Education." Forum for the Discussion of New Trends in Education 17, No. 1 (1974) pp. 26-29.

In April 1972, the author visited China and reports herein on his observations regarding education and community involvement.

295. Miles, William R. and Bowles, B. Dean. Home-School-Community Relations as a Political Process: Four Exploratory Field Studies. Madison, Wisconsin: University of Wisconsin, Research and Development Center for Cognitive Learning, April 1975. 55 pages. ED 111 106.

The authors used a variety of anthropological field methods to study the implementation of Individually Guided Education (IGE) and home-school-community relations at four politically different IGE elementary school communities. Approximately 50 interviews were taken in each community, and the choice of the school-community determined by its congruity with an inert, dominated, factional, or pluralistic political category. Research had three major objectives: (1) to describe the implementation of IGE and home-school-community relations in the selected communities; (2) to explain this implementation in three political conceptual frameworks (community typology, policy process, zone of tolerance); and (3) to develop recommendations for home-school-community programs useful to the practitioner.

From the analysis of the data collected, the authors conclude that a political conceptualization of home-school-community relations is useful. They state that elementary school communities vary in political pressure, issue resolution, and acceptance of innovations that were conceptualized in differing zones of tolerance. Data are presented in diagram form with supplementary text; extensive footnotes are included.

296. Mills, Nicolaus. "Community Schools: Irish, Italians and Jews." Society 11, No. 3. (1974) pp. 76-84.

Mills contends that the current demands for community control of schools are not new, but are an extension of demands voiced by urban minorities in the past. To illustrate this point, the author discussed the efforts of New York's Irish, Italian and Jewish communities to make public schools more responsive to their needs. Discussed are conflict between religious doctrines and school texts, cultural prejudice, language problems, involvement of the school in community life, parent-administration contact, accountability, legislative lobbying; the same issues that concern contemporary community-school advocates.

297. Minar, David W. "Community Basis of Conflict in School System Politics." American Sociological Review 31, No. 6 (1966) pp. 822-35.

This study focuses on the social roots and institutional consequences of conflict in school district politics. A central element of the analysis is the presence or absence of conflict-management skills. Basic data for the study came from a sample of 48 suburban elementary school districts in Cook County, Illinois. Minar suggests that these suburban districts are fairly typical of the kinds of local units that govern most of American public education. The major conclusion of the study is that conflict is differently and more easily handled in communities with larger resources of conflict management skills and these resources are associated with indicators of social status.

298. Minar, David W. "Community Politics and School Board." American School Board Journal 154, No. 3 (1967) pp. 33-38.

Minar examines the ambiguous boundaries of school system responsibility and the dilemmas created for school systems by the democratic ethos--concentrating on the position of the school board in these problems. He reports the results of some recent research and suggests some of the difficulties of popular participation in school system government.

299. National Institute of Education (DHEW). "Final Educational Report of the NWREL Experience-Based Career Education Program." September 1974. ED 117 301.

A long, exhaustive technical report which presents empirical evidence to support the hypothesis that vocational or work-study programs enhance learning in the classroom. Included are evaluations of such outcome measures as: reading and writing skills, social-communication skills, ability to apply scientific data and procedures to daily life tasks, etc. The results suggest that there are some individual and overall group gains in pre-post scores on these other outcome measures. In essence, this provides interesting support of a behavioral training program in the Portland, Oregon area.

300. Niedermeyer, Fred C. "Parent Assisted Learning in the Inner City." Urban Education 8, No. 3 (1973) pp. 239-248.

This is a research study, of strategies to induce parents to become more involved in their children's education, conducted with 10 kindergarten classes in 4 inner-city schools. The method used included sending home exercises for pretrained parents to do with their children. Training parents to educate their children was done by film, role playing, and a 10-page parent guide. The results of this study indicate that parents did become more involved in their children's education. The training approach was simple and inexpensive for schools to use, and could be a useful component of a program containing parent instructional support at home.

301. Peterson, Paul E. School Politics: Chicago Style. Chicago: University of Chicago Press, 1976. 256 pages.

Peterson has undertaken 3 tasks in this volume: the development of a theoretical framework for his case study of Chicago school politics; the presentation of historical background on the last 30 years of public education in Chicago; and a discussion of that system's response to 3 specific issues: school desegregation, collective bargaining, and school decentralization.

Though essentially a case study, the 3 issues and the author's elaboration and application of a theoretical framework can be applied to other school systems. That framework consists of 4 perspectives: pluralist bargaining, ideological politics, organizational theory, and rational policymaking; each is brought to bear on the 3 issues. The result is not unlike a novel or a film in which the same events are described from the differing perspectives of different characters. Careful research combined with a vivid, jargon-free style make this an informative and readable piece of political science.

Readers are made to see school policy issues in concrete personal terms rather than merely abstract social-scientific and ideological terms.

302. Phillips, W.M. Jr. "Conflict, Adaptive Community Organization, and Educational Participation." Paper presented at the Annual Meeting of the American Education Research Association, Washington, D.C., April 1975. Available from: Dr. W.M. Phillips, Jr., Bureau of Educational Research, Graduate School of Education, Rutgers University, New Brunswick, New Jersey 17103. ED 105 028.

Paper reports on a research study designed to learn about the interrelationships of racial conflict, change in institutionalization of social power within an educational system, and organizations of a black community. It provides historical background on the struggle between black community and the local school board in Newark, New Jersey.

303. Pomfret, A. "Involving Parents in Schools: Toward Developing a Social Intervention Technology." Interchange 3, No. 2-3 (1972) pp. 114-130.

This article examines in detail the problem of involving parents from inner-city poor neighborhoods in a systematic way so that they may be an organized decisionmaking group in public elementary schools. Specifically, the article centers on parent-teacher interaction in the classroom, as the author feels it has important implications for the direct involvement of parents in school decisionmaking.

The paper is organized into five sections. The first presents an overview of the possible range of parent involvement and offers a rationale for participation in instructional and policy-formulation processes. The second examines three school settings for such participation: community-controlled schools, alternative schools, and traditional public elementary schools. Neighborhood and school variables influencing parental participation are discussed in the third and fourth sections, and the fifth section suggests the application of organization development techniques as a means of providing parents with the skills needed for effective involvement in policy and instructional decisions.

Drawing heavily on research, the paper is written from the viewpoint of behavioral science; practical suggestions offered are discussed within that framework. Extensive references are included.

304. Puchett, M. "Successful Protest Movements in School Districts: Limiting Factors." Urban Education 9, No. 1 (1976) pp. 31-48.

The case study of the rise and fall of militancy among a Mexican-American community in East Los Angeles suggests that "protests" are more difficult to maintain than to initiate. It concludes by urging protesters to develop a more traditional political base and cites the La Raza Unida (a Mexican-American political movement) as a promising move in that direction. The analyses and conclusions are supported by a theoretical framework which conceives of "protest" as a bargaining tactic by the powerless to induce favorable third-party entry--sympathetic public officials at the State or Federal level, the press and other interest groups and organizations. Such contacts lead to information sharing and alliances. The latter is especially important since the author argues that those groups are most successful that can have an impact on school board elections.

305. Raffel, Jeffry A. Responsiveness of Urban Schools: A Study of School System to Parental Preferences in an Urban Environment. Delaware University, Division of Urban Affairs, 1972. ED 063 569.

Raffel has written a lengthy, theoretical report on the relationship between parental preferences and school functioning in 10 elementary schools in the Boston public school system. He concludes that there is no relationship between parental preferences and school functioning with regard to educational content. Schools are not necessarily teaching what parents want their children to learn. The author believes that the following factors are responsible for this lack of responsiveness:

(1) inability of parents to organize for collective action;

(2) power of principals to blunt parental action;

(3) inability of principals to influence teachers;

(4) power of senior teachers to select their schools;

(5) lack of perceptual acuity of teachers about parents and their educational preferences; and

(6) lack of legitimacy parents, teachers and principals hold for parental influence over teacher behavior.

306. Resnik, Henry S. Turning on the System. New York: Pantheon Books, 1970.

In this subjective account of the Philadelphia school system in 1967 and 1968, a period of strife, the author intersperses the narrative with anecdotes. Much of the book concerns the participation by elements of the community in the politics of the school system. An interesting case study.

307. Roaden, Arliss L. "Citizen Participation in School Affairs in Two Southern Cities." Theory into Practice 8 (1969) pp. 255-60.

The two cities surveyed are Atlanta, Georgia, and Huntsville, Alabama. The first part of the article surveys citizen participation programs in Atlanta, suggesting that, while they are not too prevalent at the present time, the germ of the idea has been planted. The most successful program in Huntsville involves the Association of Huntsville Area Companies, not rightfully a citizen participation organization. The lack of interest in community control is attributed to the historical docility of Southern blacks and the elitist manifestations of power common in Southern cities.

308. Rosenthal, Alan, ed. Governing Education. Garden City: Doubleday, 1969.

Rosenthal's compendium includes lengthy selections by experts in education. Part 2, "Community Influences on Public School Policy," is most relevant to the issue of citizen participation, although the volume does contain other chapters germane to that topic. The editor comments briefly on each section of the book in an introduction that both encapsulates the content of the succeeding articles and explains why they are included. The following chapters in part 2 discuss concerns particularly relevant to citizen participation; they are annotated separately in this bibliography.

Section 1. Citizen Attitudes, Community Elites, and School Decisions.
  Agger, Robert E. "The Politics of Local Education."
  Gross, Neal. "Who Applies What Kind of Pressures?"
  Kimbrough, Ralph B. "An Informal Arrangement for Influence over Basic Policy."
  Kerr, Norman D. (pseudonym), "The School Board as an Agency of Legitimation."

Section 2. Professional Educators Under Pressure.

Gans, Herbert J. "The New School System."
Swanson, Bert E. "Two Strategies for Power."
Vidich, Arthur J. and Bensman, Joseph. "The Clash of Class Interests."

Also included is an extensive bibliography.

309. Saliterman, Gail. "Participation in the Urban School System: A Washington Case." In Citizen Participation: Effecting Community Change, E.S. Cahn and B.A. Passett, eds. New York: Praeger, 1971.

This selection documents another instance of local school districts successfully inhibiting any citizen participation that attempts to alter the existing bias in favor of middle-class clients. The case study here presented involves Washington, D.C., and indicates the reluctance of a large urban school system to relinquish any management control or decisionmaking power. It is especially interesting because it involves prominent, articulate members of the community, and their failure reflects difficulties which any group, and not just the poor, can expect to encounter. By understanding the obstacles to citizen participation, the concerned individual might design strategies to circumvent or surmount them.

The article narrates the history of a model school division established in Washington, D.C. in 1964. As part of this effort a citizen's advisory committee was appointed by the superintendent of schools, the assistant superintendent in charge of the model system, and the director of the local community action agency. Saliterman then tells the harrowing story of how this advisory committe was rendered impotent by the very system that engendered it. At the end she draws conclusions from the incident and suggests how the knowledge gained from the experience might be applied elsewhere.

310. Sarason, Seymour B. The Culture of the School and the Problem of Change. Boston: Allyn and Bacon, 1971.

Sarason examines the school's culture and the process of change, pointing out and illustrating the complexities and difficulties of the change process. The author uses previous attempts at change to illustrate these complexities. He argues that any change agent must be in real communication with the various targets of change and that all changes should be followed through (or traced back) to their classroom end-points. Sarason provides a richly drawn portrait of the roles, relationships and attitudes which make up a school's culture, effectively applying psychological and sociological theory to a particular social institution. While the book does not deal directly with citizen participation, it is a helpful resource of both theory and practical ideas for parents, citizens and educators seeking to change the schools.

311. Saxe, Richard W. "The Multiunit School and the Community." Elementary School Journal 75, No. 2 (1974) pp. 103-111.

On the basis of questionnaire responses from 121 principals of Wisconsin multiunit schools, Saxe concludes that the introduction of multiunit schools brings important changes in the school/community relationship. Actual involvement of parents in traditionally educator-dominated areas was reportedly no greater than in the former self-contained classroom system. However, a majority of principals felt that the encouragement of parent involvement was now their major function in school/community relations. Saxe concludes that principals of multiunit schools are seeking improved methods of encouraging parent participation, but predicts that the extent to which the community should be involved will remain in dispute.

Tables of principals' responses and their techniques for increasing community participation are included.

312. Scribner, Jay D., ed. The Politics of Education: The Seventy-Sixth Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1977. 334 pages.

This is an edited anthology with a two-fold purpose. Chapter I, II, X, and XI are concerned with defining the "politics of education" as a relatively new field of social science study. Consequently the following selections are more general and theoretical, and would be of most use to scholars and researchers:

I. Jay D. Scribner, "The Politics of Education: An Introduction"

II. Frank W. Lutz, "Methods and Conceptualizations of Political Power in Education"

III. Dale Mann, "Participation, Representation and Control"

X. Gerald E. Sroufe, "Evaluation and Politics"

XI. Willis D. Hawley, "If Schools are for Learning, the Study of the Politics of Education is Just Beginning"

Another set of selections presents some of the current research concerning: Federal impact (Chapter IV); judicial decisions and education (chapter V); States' role in decentralization (chapter VI); educational change and politics in urban areas (chapters VII and IX) and research on school boards (chapter VIII). These will be of more interest to educators, policymakers, and parents, and will be annotated separately.

The book itself is highly recommended as a set of useful essays.

313. Scribner, Jay D. and O'Shea, David. "Political Developments in Urban School Districts." Uses of the Sociology of Education, C. Wayne Gordon, ed. Chicago: University of Chicago Press, 1974.

Focusing primarily on New York and Los Angeles, the authors trace the sequence of events leading up to the demand for community control in large urban school districts. This movement is contrasted with the progressive reforms of the early 20th century, which succeeded in centralizing school policymaking authority. Scribner and O'Shea see echoes of this latter reform in current proposals for metropolitan-area-based school administration. They note that the community control movement has led to administrative changes, i.e., school district decentralization, but has in no case provided for full community control.

314. Sher, Jonathan P., and Tompkins, Rachel B. Economy, Efficiency, and Equality: The Myths of Rural School and District Consolidation. A report to the National Institute of Education, U.S. Department of Health, Education and Welfare, Washington, D.C., July 1968. 31 pages.

Sher and Tompkins document and analyze the 50-year trend towards school district consolidation and centralization. Their data reveals this movement did not have the intended effects of the scientific management reformers. Consolidation did not lead to economies of scale; it did not equalize educational opportunities and did not decrease the cost of public education. Any fiscal savings were absorbed by the costs of transportation and administrative overhead and coordination. The authors argue that in the future such dogmas as scientific management be subject to scientific scrutiny and research before being adopted as public policy. However, they recognize that many public policy decisions rest on questions of value and are not subject to definitive resolution by experts and social scientists. They state that " . . . resources can be brought to children, rather than forcing children to go to the resources. The benefits of smallness can be coupled with the benefits of specialization."

315. Smith, Lincoln. "Democracy, Expertise, and Schools." Journal of Educational Sociology 36 (1963) pp. 442-48.

Examining the relationships among voters, business interests, government, and academic interests with respect to control of the public schools, the author finds that emergent interests attempt to eliminate the town-meeting form of government in favor of a more streamlined and efficient administration. This, he states, results in increased political apathy in the community and threatens to disturb the traditional division of power in local politics. The article is a case study of Brunswick, Maine.

316. Spiess, John A. Community Power Study Applications to Educational Administration and Supervision. Toledo: University of Ohio, Dept. of Educational Administration and Supervision, 1971.

This report discusses theories about and studies of the relationship between school districts and community power structures. It offers practical techniques for decisionmakers to use in dealing with such power structures. Various participants and influences in the community power structure are identified and discussed. Two major power typologies are presented: (1) the sociology-based or reputational, which is representative of those who view a community power structure as pyramidal in shape with only a few elite at the top; and (2) the issue analysis, which is often representative of the view of political scientists who argue that power and influence patterns often change from issue to issue since people are more inclined to become involved in issues that interest them individually. The author suggests that, while most studies support the reputational point of view as being most useful, educational administrators, by assigning greater emphasis to issue analysis, would fare better in their dealings with power structures.

317. Steinberg, Lois S. "The Revival of Local Control in Suburbia." Paper presented at the Annual Meeting of the American Educational Research Association, New Orleans, Louisiana, February-March 1973. 32 pages. ED 077 102.

This paper, one of a series of reports, is based on a 4-year field study of school-community relations in a suburban community. It focuses on the differences between the real versus the expected modes of school board policymaking. A community effort to make its board more responsive revealed the extent of decline in the school board's authority vis-a-vis the school professionals. This finding is related to previous theory and research on school politics and citizen participation.

318. Steinberg, Lois S. "The Role of Extra-Local Interest Groups in School Policy Making and Implementation." Paper presented at the American Educational Research Association Annual Meeting, Washington, D.C., March-April 1975. 24 pages. ED 105 592.

This is a case study of parent-initiated reform efforts in a suburban school system. It focuses on the significance of independent community-based organizations for successful reform movements and relates this to the belief that, in urban settings, the institution of local school boards, would by itself lead to more effective representation of minority parents.

When the study began in 1968, the educational program was controlled by professionals. Parents who wanted educational innovations were in turn controlled by a conservative PTA and local building-principals. Following two school budget defeats and parent complaints about the nonresponsive system, the administration created a new channel for parent input to establish "educational goals" and plan innovations. All six of the district's building superintendents resisted parent influence, forcing those who were interested in promoting specific reforms to organize independent groups. While the parents could not get established community groups to endorse the innovations, membership in these various groups provided recruits and indirect social support for ad hoc groups. One explanation for the board's response to the parents' interest was the threat of a budget defeat. The successful groups were all led by parents who had extensive interpersonal networks throughout the community. Without strong support from the school parents, the board had learned from experience, it was unlikely to get the budget passed.

319. Stelzer, Leigh. "School Board Receptivity: A Representation Study." Education and Urban Society 5, No. 1 (1972) pp. 69-90.

A survey of 429 school board members in 82 school districts around the country revealed that: (1) 61 percent of board members do maintain, initiate, or respond to contacts with community groups; (2) this "receptivity" was associated with the willingness to oppose superintendents; (3) about 90 percent of appointed board members came from professional and/or managerial backgrounds; the figure for elected board members was 65 percent; and (4) appointed board members are more likely to have had some prior experience in education (either as professionals or civic activists).

320. Stutz, Frederick H., and Deay, Ardeth M. "Community Reaction to Educational Change, Social Sciences, Education, Number 3." December 1974. 21 pages. Available from Cornell University Agricultural Experiment Station, Mailing Room, Research Park, Cornell University, Ithaca, New York 14853.(free) ED 107 545.

This article deals with the effects of rapid educational change. It focuses on how change was perceived by the community, especially parents, of the Athens School District. The superintendent seemed to act as the key change agent. However, the author notes that: "A few respondents raised questions about how real or lasting the recent additions would be, indicating that some groups in the community had not benefitted, citing a growing conservatism on the part of the school board, and wondering whether changes would hold up now that the superintendent had left. But the overall reaction was that the school system's organization, programs, and ways of working were better for the changes." In addition, this study describes the process of developing an innovative elementary school. It concludes by giving a set of specific recommendations for planning changes in education.

321. Thomas, Michael P. Community Governance and the School Board: A Case Study. Austin: University of Texas Press, 1966.

This carefully documented pamphlet is a study of an attempt to evaluate the decisionmaking role of a school board in Austin, Texas, as it related to power blocs within the community. It explores the relationship between the school board members and other influential leaders and examines overlapping voluntary associations between school board members and those same leaders, on the theory that the network of such associations provides an effective channel for the interchange of opinions. While the discussion is limited to this one community, a number of the findings would seem generally applicable and useful for educational administrators.

322. Viddich, Arthur J., and Bensman, Joseph. "The Clash of Class Interests." Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This selection focuses on relationships between informal community leaders and a professional educator. The selection is derived from the author's work, Small Town in Mass Society, a well-known study of community life in Springdale, New York. This small community is politically dominated by a few individuals constituting an informal power structure. The author finds that the school board, in this case a vital force in community life, generally agrees with a few dominant individuals (termed an "invisible government"). The school prinicpal, an outsider brought into the community for his expertise, must deal with the board and the invisible government. His approach is examined in an informative and interesting fashion.

323. Warren, Roland J. et al. The Structure of Urban Reform. Lexington, Massachusetts: D.C. Heath, 1974.

This book is a comparative study of 6 types of public agencies (schools, urban-renewal, welfare, community-action, antipoverty, and mental health planning) in 6 cities: Oakland; Denver; San Antonio; Detroit; Columbus, Ohio; and Manchester, N.H. The authors found that:

(1) Schools ranked higher in the combined measure of responsiveness (i.e., citizen-client demands) and innovations than the other agencies;

(2) Model Cities and community-action agencies ranked higher than schools in terms of responsiveness; and

(3) Community-action agencies ranked higher in terms of innovation.

These findings are particularly striking given that community action and Model Cities were, unlike the schools, specifically structured to allow for or generate citizen participation. The references to schools may be found on pp. 91-121 passim.

324. Webb, Harold V. "Emerging Patterns of Public Control in U.S. Education." Canadian Education and Research Digest 8 (1968) pp. 104-18.

Webb surveys exhaustively the various ways in which public control is currently exercised over education. Beginning with an examination of the statistical role played by education in our society, he then proceeds to catalogue, at length, numerous examples of public control at the Federal, State, and local levels. The article deals with a panoply of organizations ranging from Congress to local school boards and is quite informative. However, citizen participation is only indirectly touched upon.

325. Wenk, E.A. "Schools and Community - Model for Participatory Problem Solving." Criminal Justice and Behavior 2, No. 4 (1975) pp. 303-313.

In support of an informed and involved citizenry, this work offers two educational innovations designed to encourage the process of social problemsolving. The first plan, called Partnership in Research, outlines a program implemented in a New Hampshire high school. Students generated areas of concern about their school, and community and interest groups researched the problems independently and presented their results to other students and the teachers.

The second program, The Integrated Community Education System, is presented as a broader theoretical model into which programs like Partnership in Research might fit. Features of the system include community planning, administration, and control; lifelong learning principles; educational flexibility based on learning environments; and year-round school operation. Two basic education structures are offered: general education and career education; with the student having the option to construct an individual education program from the two elements.

326. Westby, Cleve O. *Local Autonomy for School-Communities in Cities*, rev. ed. Published for Metropolitan School Study Council. New York: Bureau of Publications, Teachers College, Columbia University, 1947.

This 1947 New York City study of the potential for educationally effective school/community relations in local areas within large cities is based on the assumption that lack of participation in school affairs by the community, caused by centralization of the school system, reduces the effectiveness of the schools. It is particularly interesting now as a source of information of the concerns and methodology of several decades ago in the area of citizen participation.

327. Wirt, Frederick M., ed. *The Polity of the School: New Research in Educational Politics*. Lexington, Massachusetts: D.C. Heath, 1975. 333 pages.

This book, a collection of research papers on educational politics, applies the categories of traditional political analysis to schools. The assumption of the anthology is that schools are a primary agent of political socialization. Second, schools distribute resources in ways legitimized by the political system.

Part I of the book deals with the link between authority and constituency. In his article, Dale Mann summarized the existing literature on voting behavior in school board elections or tax levies. Brett Hawkins et al. examine the structural ties between political and school systems in 60 cities, and explore the widely held belief of school authorities that they are "apolitical." Howard Hamilton, using survey attitudes about voting on school referendums, tests the concept that a particular "ethos"--a preconceived relationship between self and society as mediated by the political system--motivates different policy attitudes. Christine Rossell's study of desgregation in over 90 northern cities, examines voter turnout and school board elections during the 1960's.

In part II, role theory is applied in a study of school authorities. Leigh Stelzer analyzes a sample of 500 school board members in 82 districts to explain their perception of their role behavior toward citizens, especially in situations of official-citizen conflict.

Part III examines the management of conflict. A paper by William Boyd examines 8 suburban school superintendents for the mediating effect of the community context of each of their skills in managing conflict. Eldon Wegner and Jane Mercer, basing their research on desegregation in 49 California districts, analyze the relationship among community characteristics and the achievement of desegregation.

Part IV applies pressure group theory to school politics. David Kirby and Robert Crain investigate the reaction of 91 cities to desegregation demands in the North and center on the degree to which conflict was functional for both the groups seeking change and the school boards facing them. In his article on the neighborhood-based politics of education, Harry Summerfield proposes that four models of school politics and systems are not as closed as is popularly believed but can be opened by increased public pressure. Willis Hawley reviews the literature of organization theory to examine the role of professionals within the school system.

School policy within a Federal system is the topic of part V: its major point is that local politics are modified by their place in a Federal system. Joel Berke and Michael Kirst offer a study of ten school districts in five States and discuss the effects of Federal aid programs on their school finances--especially Title I of the Elementary and Secondary Education Act of 1965.

Part VI presents the results of cross-national research on school policymaking, public participation in education, and levels of government funding. The seventh and final part deals with schools as agents of socialization.

Other contributors to this anthology include: David Cameron, Richard Hofferbert, Richard Niemi, and Sara Leibschutz.

328. Zeigler, L. Harmon, and Jennings, M. Kent. Governing American Schools: Political Interaction in Local School Districts. North Scituate, Massachusetts: Duxbury Press, 1974. 269 pages.

This is a major comparative survey of the way school boards govern in 82 urban, suburban and rural school districts around the country. The authors conclude that school boards do not govern; they legitimate the recommendations of school superintendents. In fact, they represent the superintendent to the community. They propose that school boards should either govern or be abolished and prescribe steps to "politicize" educational policymaking as a means for restoring school boards as representative, governing bodies. The book's 13 chapters are organized around the following themes: the relationship between school boards and professional educators (chapter 8-12); the relationship between school boards and the community (chapters 5-7); how board members are selected/ elected and who they represent (chapters 2-4); and the consequences of "reform" and depoliticization of educational policymaking (chapters 1-3). Note: parts of this book may be rough going for those unfamiliar with social science statistics. The main argument is contained in chapters 1, 2 and 13. In addition, the book's major findings are quite nicely outlined in William L. Boyd's "The Public, the Professionals and Educational Policymaking: Who Governs," *Teachers College Record*, May 1976.

329. Zimmer, Basil G., and Hawley, Amos H. *Metropolitan Area Schools: Resistance to District Reorganization*. Beverly Hills, California: Sage Publications, 1968.

The authors attempt to identify the factors that account for resistance to reorganization of school districts into larger units in metropolitan areas. This book is part of a larger study concerned with local government in metropolitan areas and is based on the assumption that, in theory, the unification of administrative units would be the last stage in the natural development of metropolitan areas. In fact, however, this last stage is yet to develop, with respect either to educational or to municipal functions.

Concerning themselves with citizen participation, the authors investigate the connection between participation in school-related activities by metropolitan populations and the relative resistance of these populations to change in the organization of school districts (see especially chapter 9, "Community Involvement and Resistance to Change."). They found a consistent relationship between level of involvement and response to the proposal to set up a single school district for the central city and suburban areas, but the relationship is reversed for the two residential zones: the most knowledgeable and active citizens in the cities tended to favor change, while similar residents in the suburbs were most likely to oppose change.

A secondary source of interest in the book, unexplored by the authors, is the implications, for advocates of decentralization, of the theoretical presumptions on which the authors based their research.

DISSERTATIONS

Abraham, Cleo. *Protests and Expedients in Response to Failures in Urban Education: A Study of New Haven*, 1950-1970. 32A:1738.

Adkisson, D.F. *Lay Participation in Classroom Instructional Programs*. 22-813.

Allison, William Lawson. *A Comparison of Concepts of the Role of Parents in the Activities of the Elementary School*. 22:1474.

Cartwright, Gene Junior. *A Study of Lay Motivations to Influence Public Schools*. 32A:2938.

Casanega, Kennth Thomas. *The Relationship of Administrator, Organizational and Community Characteristics to Change in Representative California Public Schools*. 31A:5062.

Davis, Esther. *The Transition from "Gemeinschaft" to "Gesellschaft" (1920-1970) and the Reversal to Community Participation in Schools*. 35/10A-6382.

Embry, Robert Carlton. *Differences in School-Community Related Administrative Functions Among Racially Contrasted Secondary Schools in the Los Angeles Metropolitan Area*. 36/A7-0:4152.

Ferreira, Joseph L. *A Participant Observation Study of a Parent Group and its Relationships with School Personnel and Community Forces in a Racially Mixed Urban Elementary School*. 32/08:A:4277.

Fisher, Carl James. *Local Control of Education in Selected School Districts in the State of Indiana*. 33A:3999.

Folk, Chris Evans. *A Program for the Charlotte-Mecklenburg Schools in Working with Organized Groups in the Community*. 23:1575.

Grey, Patricia M. *The Development of a Rationale and Design for a Model to Systematically Transfer a Single, or Several, Traditional Urban Parochial Elementary Schools into a Single or a Cluster of Innovative Urban Community Involved Schools*. 35/04-A:1872.

Hanges, Helen. Parental Involvement in an Urban Setting. 32A:5469.

Hanusey, Richard D. A Study of the Influences of Neighborhood Associations on Public Schools of an Urban District as Perceived by Administrators. 34/08-A:4619.

Harris, George Dewey, Jr. A Study of Citizen Participation in the Educational Decision-Making Process as Perceived by Parents from a Lower Socioeconomic Neighborhood. 31A:3814A.

Harris, George Wesley. A Study of the Relationship of Community Power as It Relates to Control of Schools, Central Administration, Individual School Administration, Guidance and Counseling Staffs, Teaching Staffs, and the Service Staffs of Urban Schools to Values of Education Among Eleventh Grade Black and White College Oriented and Non-College Oriented Students. 33A:4727.

Harris, Joseph John. An Analysis of the Application of the Metropolitan School Governance Concept: An Exploratory Study. 33A:6012.

Harris, Marm M. The Extent, Pattern, and Perceived Effectiveness of Citizen Participation in Decision-Making Under Two Different Types of Power Structures. 29A:92.

Holm, Jack. Community Influence on School Board Decision-Making: A Case Study. 35/3A-1381.

Howells, Paul Kenneth. Professional and Lay Participation in the Central Administration of Ohio's City and Exempted Village School Systems. 16:2072.

Howney, Gary L. Citizen Participation in the Urbana, Illinois Public Schools 1948-49 and 1960-1971. 34/01-A:91.

Hughes, Mary. Urban Community Involvement in Educational Change - A Model and Its Implementation. 35/08-A:5157.

Husarik, Ernest. A Study of Lay Citizen Leadership in Project Unite: Columbus Public Schools, August 1971 Through August, 1972. 34/05-A:2215.

Jameson, Irene S. A Study of the Intended Influences of Neighborhood Associations on the Public Schools of an Urban School District. 34/08-A:4628.

Jones, Grenville, Carlton. The Operation of a County Plan for Educational Development Through Lay and Professional Participation. 16:50.

Kerr, Norman Joseph. A Community Educational Power Structure. 30A:1363.

Lapinsky, Anthony. An Analysis of the Power Structure and the Decision-Making Process at the Community Level Within a School District. 34/11A:6906.

Leman, Paul Eugene. School and Community Communications: A Study Comparing Informed and Actively Interested Voters. 32A:5472.

McDaniel, Ross. *Community Influentials, Power Structures, and Special Interest Groups and Their Influence on Individual Trustees in a Selected School District: A Case Study*. 33/12A:6625.

Mahan, Harry James. *Interest Groups and Their Demands Upon an Urban School System*. 32A:1793.

Meler, James Milton. *A Study of Good Parent Participation in Elementary Schools*. 19:1252.

Moore, Ettyce H.H. *Community Participation in Relation to the Program and Structure of the Public Schools of the District of Columbia, 1964-1974*. 36/07-A:4175.

Nussel, Edward Joseph. *A Functional Analysis of School-Community Conflict*. 25:5640.

Nystrand, Raphael Owens. *An Analysis of the Implications of Community Action Programs for Education Decision-Making*. 27A:3673.

Rossetti, Andre Dominick. *An Analysis and Comparison of Decision Making at the Community Level in a School District*. 32A:6068.

Rouch, Jack Joseph. *Preferred and Present Practices in Utilizing Lay Participation in Educational Affairs in Pennsylvania*. 21:2180.

Safer, Louis A. Jr. *Suburban Elementary School Parent-Teacher Associations: Their Roles In and Influence Upon Educational Decisionmaking*. 33/06-A:2668.

Schneider, Herbert Henry. *A Comparative Study of Political Power and Educational Decision-Making in Two Small City School Districts*. 30A:4156.

Silva, Edwin L. *Community Politics and the Public Schools of Paradise, California,1961-1969*. 32/11-A:6166.

Sleight, Howard Russell. *Expectations of the Elementary School Principalship Regarding School-Community Relations With Specific Focus on the Parent-Teacher Association*. 31A:125.

Smoley, Eugene Ralph, Jr. *Community Participation in Urban School Government*. 26:2026.

Stanley, William Oliver. *Educational Policy and Citizens' Organizations in an Age of Confustion*. 12:32.

Steinert, Raymond. *Community Power Structure in Relation to Implementation of Controversial Issue Programs in Nebraska Elementary Schools*. 32/11-A6072.

Sutthoff, John. *Local-Cosmopolitan Orientation and Participation in School Affairs*. 21:3026.

Swenson, Martin J. The Elementary School Principal's Role as Leader in Utilizing the Parent-Teacher Association in Selected Iowa School Districts. 29/12A:4257.

Tave, Susan D. An Evaluation of Alternative Modes of Citizen Participation in Public, Private and Parochial School Systems. 34/or-A:1502.

Taylor, Louise Entzminger. Policy Making in Urban Education. 33A:2055.

Terry, Gwenith Land. Parent Participation in Decision-Making in Year Round Head Start as a Prediction of Reading Readiness. 31A:4394.

Trimarco, Teresa Alma. Selected Practices of Parents' Organizations in the New York City Elementary Schools. 26:4407.

Wall, Golden B. A Survey of Parent Involvement Programs in the Elementary Schools of Illinois as Perceived by the Principals. 36/12A:7857.

William, Robert Lee. A Constructional Framework for School-Community Conflict: Five Case Studies. 30A:5217.

Williamson, Bobby L. A Study of the Relationship Between Community Participation and Job Performance of Selected Principals. 28A:94.

CHAPTER 6

AREAS OF CITIZEN PARTICIPATION

Our primary intent in this chapter is to present case studies and examples of citizen participation in the areas of: budget and finance, desegregation, curriculum, early childhood education, personnel, and planning, goal setting, and needs assessment. Each is the focus of a separate subsection of this chapter. In each case we also list a sample of the more informative background reading which should be of use to citizens participating in each area. Some of the case studies and much of the research cut across one or more of these topical boundaries. Consequently, a more comprehensive understanding of these topics requires consulting the Topical Index under headings such as budget and desegregation.

A. Budget and Finance

330. Agger, Robert B. "The Politics of Local Education." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

In May, 1960, the voters of Eugene, Oregon, approved a school budget that exceeded the constitutional limitations while simultaneously voting down a proposal to establish public kindergartens. Agger's article seeks to illuminate the factors which determine in this case the political configurations behind educational policy, in the hope that knowledge thus gathered will be of use in cases involving other communities.

The article is a fine example of serious, scholarly research. The author has investigated the matter thoroughly and supports his conclusions with clearly presented evidence, including numerous charts. Voters are broken down into a series of classifications, and the history of the proposals is scrutinized. While the selection does not directly involve citizen participation in the "movement" sense, it is highly instructive on another aspect of citizen involvement in education.

331. Barrup, P.E. Financing Education in a Climate of Change. Boston: Allyn and Bacon, 1974. 360 pages.

Although the author does ultimately argue for Federal assumption of public education costs, this book, despite its title, is not about financial reform of educational innovation. A more apt but prosaic, title could have been something like "Principles of Accounting for School Administration." It is best seen as a textbook for educational administrators, but, given its clarity and simplicity, parts of it could serve as a handbook for citizen participants.

The first four chapters outline the problem--inadequate, inequitable tax base of school financing. The first 9 chapters deal with the role of local communities, courts, and State and Federal governments. These chapters make for good background reading. The "textbook" begins with chapter ten--the Budget--and proceeds with six more chapters on various sources of school expenditures.

Some topics of interest to our readers are:

Court Cases and Equitable Funding, pp. 4-9, 105

Role of the State, p. 10 passim, chapters 7 and 8, pp. 104, 254, 265-69

Federal Role, chapter 8

Taxes and Local Sources of Revenue, chapters 4 and 6

The Theory, Principles and Methods of Public School Accounting, pp. 11-21, and chapter 10

Program-Budgeting and Systems Analysis, pp. 240-248

School-Bond Issues, Capital Outlays, New Buildings, chapter 11

Personnel Policies and Collective Bargaining, chapter 14

Anyone who reads just the pages outlined above could come away with at least a working vocabulary in public school finance. He or she will be well on the way toward being able to decode school budgets. Each chapter concludes with a useful and selective reading list. Together these add up to a useful bibliography. The Table of Contents, four pages long, functions almost like an index. The full listing of topics with page numbers makes it easier to use this as a reference book.

332. Cooper, Mildred and Nelson, King. "A Study of Comparative Data in Eight Large City School Systems, FY 1974 and FY 1975." Washington, D.C.: District of Columbia Public Schools, February 1975. 73 pages. ED 115 715.

This document is essentially a comparison of school budgets for: Atlanta, Baltimore, Cleveland, Milwaukee, St. Louis, San Francisco, Boston, and Washington, D.C. Its intent is to develop comparative indicators that do not rely exclusively on the common and misleading use of "per-pupil expenditures" as a measure of school system effectiveness.

333. David, Miriam. School Rule USA. Cambridge: Ballinger Press, 1975.

David has done an exemplary study on citizen participation in the budgetary process. Her thesis was that citizen participation would be higher in the budget than in any other area. She chose to study four Massachusetts localities (two towns, two cities) which were similar (two and two) in size, wealth, government machinery, and levels of spending.

Using participant observation of budget meetings, interviews with key participants in the process, and scrutiny of school department reports, David examines the roles of participants in the budgetary process, i.e., professional educators, members of the school committee, municipal officials and lay citizens. She concludes that:

(1) The role of the community and its representatives (in the budgetary process) is entirely informal.

(2) The school committees did little more in budget preparation than ratify guidelines.

(3) There was no systematic way to review budget requests.

(4) The preparation of the budget is controlled by the professional educators and clearly directed by the superintendent.

(5) Community input is indirect; it is felt only through pressure group tactics.

(6) Budget outcomes are virtually unchanged from the superintendents' proposals.

(7) Rather than size, the differences in the decisionmaking process over salary and operating budget may be accounted for by a combination of the communities' political characteristics and superintendents' strategies.

334. Hymes, Donald L. "Budget Making as a Means to Involve the Citizenry." Journal of Education Communication 1, No. 4 (1976) pp. 12-19.

This is a reprint and description of a budget discussion guide published by Montgomery County, Maryland Public Schools. It is useful as both a handbook and as a description of citizen involvement in budgetmaking.

335. James, H. Thomas, and Levin, Henry M. "Financing Community Schools." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

The authors make two major suggestions for one of the more difficult, practical problems facing the community control movement--the financing of local schools. First, no school district should be larger than one high school and its feeder elementary and junior schools; second, that central school authorities should distribute funds to local districts in a lump sum.

Wanting to maintain the legitimacy of the concept of "community," the authors suggest boards for individual schools within each district, coordinated by a district board. They also recognize the necessity for financial autonomy of local boards in order to guarantee free policy-making and diverse and experimental programs that deal with community needs. The lump-sum amount given to a school should be determined by a variety of factors, especially enrollment size, special programs, and what the authors call the "degree of disadvantage" of the student body. Another important suggestion is that funds be spent to train and educate the community school board, and to provide expert advice, information, and a good evaluation system for the schools under the board's jurisdiction.

336. Levin, Henry M. "Financing Education for the Urban Disadvantaged." In Resources for Urban Schools: Better Use and Balance, Sterling M. McMurrin, ed. New York: Committee for Economic Development, 1971

Levin deals with the difficult problem of providing adequate funding, and ensuring proper use of such funds, to the inner-city schools that most need it. Outlining the three major obstacles to adequate and proper financing of city schools, he proposes remedies and reforms to relieve the problems. At present, city schools are cheated of necessary funds for two reason: (1) the local property-tax method of financing schools discriminates against poor areas, and (2) the costs for educational facilities and personnel are higher in the cities. Levin believes, however, that the States will soon be forced to revamp their system in order to provide at least equal, if not extra, funding for schools in urban areas.

Because funds are at present distributed by districts rather than by individual schools, the poor and minority communities are often short-changed. The central board can allocate different amounts to the schools under its jurisdiction; more often than not, the schools serving the lower-income black areas receive less money than their white middle-class counterparts. To offset this disparity, Levin proposes allocation of funds on a school-by-school basis, determined by vital data on school achievement levels and the makeup of the student body.

The greatest problem is that of ensuring that funds are properly administered and effectively used in valuable programs within individual schools. Calling for incentive systems to be instituted in the schools, the author proposes two possible models. The first, the "educational marketplace" idea, provides for real competition for students and resources between schools--with proponents such as Friedman, Downs, and Coleman. The second is the "community control" model in which new innovation and reform would be promoted through powerful local control and input into school policy and programs suited to community needs. Levin believes that these two models, or a combination of both, represent real hope for the future of urban education.

337. Levin, Henry M., Guthrie, James W., Kleindorfer, George B., and Stout, Robert T. "Capital Embodiment: A New Approach to Paying for Schools."

In New Models for American Education, J.W. Guthrie and E. Wynne, eds., New Jersey: Prentice Hall, 1971.

The basic premise of this thoughtful article is that compensatory financial resources must be allocated to public schools attended by lower-class and minority children. The striking disparities between the home environments of upper- and lower-class chidren place great disadvantages on poor children, and rather than offsetting this imbalance, schools at present aggravate and reinforce these differences by providing better educational opportunities in wealthy communities than in poor ones. To close this "opportunity gap" more money must be spent, on a per capita basis, for children of lower-middle- and lower-income families. Using the notion of "capital embodiment"--the amount of money invested in each child--the authors propose a method of financing schools that would equalize opportunities for all children by graduation from high school.

A statewide property tax, augmented by other State revenues, would provide the basis for school funding. The authors give an approximate example of the ratios of money that would need to be spent for lower-class children in order to equalize educational benefits by grade 12. Money would be distributed, not by district, but by individual school according to vital data about the makeup of the student body which corresponds to the general achievement level of the school.

338. Reischauer, R.D., and Hartmen, R.W. Reforming School Finance: Studies in Finance: Studies in Social Economics II. Washington, D.C.: Brookings Insitution, 1975. 185 pages.

This book explores three major fiscal problems facing elementary and secondary education in the U.S.: (1) school district difficulties in making ends meet; (2) disparities in expenditure levels and tax burdens among school districts; and (3) declining revenues and enrollments in nonpublic schools.

While the authors do not speak directly to citizen-participation in finance, the book does serve as a useful background to the financial aspect of public education. Chapter two, while brief, is an excellent introduction to the methods and sources of school finance. It contains a nice breakdown of the relative shares of local, State, and Federal funding. The book is full of data and tables of that sort. Though directed at policymakers, the data and their presentation are readable and nontechnical. The book concludes with an extensive bibliography. Chapter three pursues the sources of the first problem (i.e., inability to make ends meet); chapter four discusses the disparities in funding and summarizes the implications of recent court decisions pertaining to school funding and "equal protection." Chapter five deals mostly with the legal-constitutional issues in aid to nonpublic schools. Chapter six concludes with a look at the existing Federal education budget and some proposals as to the Federal role in alleviating the financial plight of public education.

In general, after evaluating several proposed remedies, e.g, vouchers, tax-credits, etc. (pp. 1-4, 56-58, 79-95, 145-47, and 172-75) the authors opt for increased State-Federal support. The optimum solution would altogether eliminate reliance on the local real estate tax as the financial basis for public education. Such a fiscal centralization would not only eliminate wide disparities in educational funding but might help to further local control. The apparent paradox may be resolved if one follows the authors' quite sensible observation that local control may refer to either the autonomy of local school boards and/or departments or citizen involvement. Subsequently the authors argue that:

> Existing school districts which have often been organized as efficient money-raising units rather than as optimum districts for administrative purposes, could be broken up. New units consisting of either single schools or a high school and its feeder elementary schools could be created as the decisionmaking units. Local control might thus be brought closer to the individual parents and schools in many large cities.

339. Schrieber, Ernest. 400+ Ways to Save Money in Your Schools. Blackwood, New Jersey: Educational Impact, Inc., 1977.

Written by a school administrator, this little handbook is a list of 451 suggestions, each numbered and one paragraph long, on how to cut costs. The topics range from recycling office supplies to more effective use of teacher training. A topical index provides for easy retrieval of these suggestions. Directed to school professionals, school board members, and the public, over half of these suggestions came from the author's mailed questionnaire survey of 1,600 school administrators, and some 220 school supply companies. Most suggestions are specific, practical, and presuppose the existing structure of school finance and school administration.

340. Shalala, Donna E., and Williams, Mary F. "State Tax Politics, the Voters and School Finance Reform." Phi Delta Kappan 56, No. 1 (1974) pp. 10-13.

Traditionally, public schools have been financed by local property taxes. That system has been under attack by reformers and reform movements seeking to arrive at a more equitable funding for schools. After noting the negative reactions of voters in Colorado, California, Michigan, and Oregon, this article suggests that proponents of tax reform have to face up to the issues of "local control of public schools."

DISSERTATIONS

Metzeus, Richard Herbert. *Community Human Resources and Local Financial Support for Public Schools*. 30A:102.

Rhode, Harry Clement. *Citizen Participation in the Formation and Administration of the School Budget in Selected Counties in Maryland*. 21:2971.

B. Desegregation

341. Bolner, James and Shanley, Robert. Busing: The Political and Judicial Process. New York: Praeger, 1975. 258 pages.

Written for social scientists, policymakers and concerned citizens, this analytical survey of the politics, the laws, and court cases, and secondary analysis and critique of the research on school busing to achieve integration is highly recommended.

Chapter 1 focuses on the constitutional and judicial contexts of busing. It traces the history of judicial intervention and refinement of desegregation plans and goes into some detail on the Richmond, Detroit, and Denver cases. Chapter 2 focuses on Congress, especially in the period 1970-72. In chapter 3, the discussion is on presidential politics, rhetoric, and policy with respect to busing. The focus is on the presidential campaigns of 1964, 1968 and 1972 and on the first Nixon administration (1968-72). Chapter 4 deals with State politics and busing; the politics of racial balance and busing to achieve that goal is examined in two case studies in New York and Massachusetts. Chapter 5 reviews the existing research on the politics of busing and presents some original research on community characteristics and their impact on participation and nonparticipation in central city-suburban voluntary pupil transportation in Boston and Hartford (Conn.).

The focus is on the politics of busing. There is no discussion of its impact on children and parents. Nevertheless most readers should find this book a useful blend of history, survey of the research, and original research. The index highlights all the important State and Federal court cases in desegregation.

342. Citizen Guide to Desegregation. A report of the Citizens' Council for Ohio Schools, February 1976. 45 pages. Available from Citizens' Council for Ohio Schools, 517 The Arcade, Cleveland, Ohio 44114. $0.75.

Scholars, policymakers, and citizens should all find this document useful. Its first four chapters survey the history, the constitutional issues, the landmark court cases, and the various implementation plans of school desegregation. Chapter 5 provides an especially useful survey and analysis of the existing and often contradictory research on the impact of desegregation on children's self-image, academic achievement and on "white-flight." Chapters 6-9 provide case studies of school desegregation in Boston, Denver, Detroit, and Minneapolis, respectively. The contributors to this report include: Rachel B. Tompkins, Charles W. Case, Daniel U. Levine, Joseph E. Rogus, and R. Jerrard Shive.

343. Cottle, Thomas. "Voices of Agony." Psychology Today, June 1976. p. 101.

Cottle offers a representative sample of the wide range of attitudes and emotions aroused by busing. These are expressed in the participants' own words. He notes that busing has an incendiary effect on parents. "Busing" per se, apart from the institutional machinery accompanying court-mandated busing programs would have a differential, perhaps contradictory impact on parents' desires to participate.

344. Crain, Robert L., and Venecko, James J. "Elite Influence in School Desegregation." In *City Politics and Public Policy*, James Q. Wilson, ed. New York: John Wiley and Sons, 1968.

The authors found that the image of an economic elite reigning over important community decisions did not fit the pattern of school desegregation seen in eight northern and western city school systems. The school boards decided the issue independently of political forces. Their decisions depended on what the members' backgrounds were (liberal or conservative) before they came to the school boards.

345. *Fulfilling the Letter and Spirit of the Law: Desegregation in the Nation's Public Schools*. A Report of the United States Commission on Civil Rights. Washington, D.C.: United States Government Printing Office, August 1976. 163 pages.

In this documentary of school desegregation in the United States since the important Brown vs. the Board of Education decision, the Commission examines case studies of 29 school systems to determine the impact of integration in different communities. They found that in communities where public and civic leaders had, in unison with strong business support, voiced an intention to obey the law, schools desegregated with a minimum of violence, forced busing, and social disruption. Children adjusted quickly and smoothly and the quality of education, as measured by test scores and the number of minority students seeking higher education, rose greatly. Many school systems used desegregation to update and improve the quality of education in areas not directly related to integration.

In cities where serious disruptions and violence were prevalent during the desegregation process, it was determined that a lack of support by the city officials, hesitation by the business and religious communities, and outright opposition on the part of the school boards served to ignite public opposition. The report stresses that communities should prepare for the desegregation process by hiring more minority staff, fostering parent participation and winning the support of the local media. It concludes with an agenda for further consideration: disciplinary imbalance between white and nonwhite students, desegregation of extra-curricular activities, and teacher attitudes towards minority students in the classroom.

346. Ford, M. "The Schools: Detente in Boston.: *Nation* 220, (1975) pp. 518-521.

Ford discusses, clarifies, and defends U.S. District Court Judge W. Arthur Garrity's rulings and policies for Boston's school desegregation. His major focus is on the role of court-appointed experts and the promising potential of university and business involvement in, not only desegregating, but improving Boston schools.

347. Gittell, Marilyn. "School Decentralization and the Courts." *Social Policy* 6 No. 4 (1976) pp. 36-41.

In this study concerning school desegregation, the author discusses the fact that the State should have the responsibility for ensuring desegregation and funding, but the community should have control of the personnel, the curriculum, and budget priorites.

348. Herron, William P. "School Desegregation, the Philadelphia Experience." Paper presented at the Annual Meeting of the American Educational Research Association, Washington, D.C., March 1975. 33 pages. ED 103 546.

This article discusses various, alternative desegregation plans. These include school pairing, central school use, revising school feeder or attendance areas, magnet schools, educational complexes, and educational parks. Each alternative is defined and discussed in some detail. The focus, however, is on the situation in Philadelphia. After detailing Philadelphia's inability to use any of these alternative plans, the author concludes that:

> The Philadelphia experience very strongly indicates that at least in Philadelphia, and very probably in most large cities in the northeastern United States, several factors--notably the geographic separation of the races within the city and the existence of a sizable nonpublic school system (usually parochial)--preclude the effective desegregation of the public schools without large scale busing of the pupils or without some kind of mixing of white suburban populations with black central city populations. Thus, those who espouse the use of desegregation tools such as changing feeder areas, pairing adjacent schools, and offering voluntary magnet programs at particular locations to achieve racial balance in the public schools of such cities, may well be deluding themselves.

349. Levine, Daniel V. "Integration in Metropolitan Schools: Issues and Prospects." Phi Delta Kappan 54, No. 10 (1973) pp. 651-57.

The controversy over the merits of integration vs. segregation in education is restated and evaluated by Levine of the University of Missouri, (Kansas City). The author leans strongly toward integrated schooling--arguing that integration improves both racial attitudes and academic achievement and that segregated "community" schools have shown no real progress toward bettering education. Levine supports such schemes as busing and educational parks that combine urban and suburban school districts, but is not very optimistic that such plans will be enthusiastically received or implemented by either the public or the educators.

350. Passow, A. Harry. Toward Creating A Model Urban School System: A Study of the Washington, D.C. Public Schools. New York: Teachers College, Columbia University, 1967.

Passow was the Study Director of this evaluation of the public school system of Washington, D.C., conducted by Teachers College, Columbia University, in the school year 1966-67. The hope of the study was that Washington would become a model system and educational laboratory for the rest of America's school systems to promote equal opportunity and quality education in urban areas.

The major findings of the evaluation found the Washington system to be composed largely of de facto segregated schools with poor facilitiex and staff, high dropout rates, and poor communication between the schools and the communities which they served. On national tests, the District schoolchildren tested below the national achievement average.

The Teachers College study group made wide-ranging recommendations in the areas of instruction, faculty, administration, and facilities. Of direct relevance to the topic of community control of schools are the following recommendations for the Washington school system: the formation of 8 decentralized subsystems run by a community superintendent and elected school board, the institution of "community schools" open to the entire community for 12-14 hours a day (following the New Haven Board of Education model), adult education programs, and the formation of an Office of School-Community Relations. Other suggestions such as preschool programs, vocational education, the use of volunteers and paraprofessionals, the formation of a Division of Planning, Research, and Innovation, and creation of good evaluation procedures are very similar to demands and reforms made by communities involved in the control of local schools. However, the emphasis of the recommendation is away from de facto segregation toward integration and metropolitanism---a position that can be philosophically at odds with the community-control movement.

351. Racial-Ethnic Parent Council Guidebook. (A document in progress). Education and Training Cooperative for the City-Wide Parents Advisory Council, under a grant from ESAA, Office of Community and Student Affairs, Boston School Department, Boston, Massachusetts, 1977.

This is designed as a handbook for members of Boston's court-mandated Racial-Ethnic Parent Councils (REPC's) designed to oversee the implementation of the court-ordered desegregation plan. This document is in 7 sections. The first describes the court's mandate and the structure and function of REPC's. The next four sections amount to a fairly specific checklist of activities involved in orienting new council members, establishing bylaws, and the logistics of holding meetings, etc. Section 6, "Gathering Information About Your School," is an especially useful and generalizable set of suggestions, and caveats for REPC's and similar participatory institutions. Section 7, "Getting Your Council Working on Key School Issues," is a useful blend of suggestions, presented as steps to be taken in chronological order, on both the internal dynamics and external steps needed to ensure council effectiveness. There are three appendixes:

(1) a 10-item checklist of what to look for, what questions to ask in "touring your school,"

(2) a detailed list of steps involved in planning an open meeting of all parents in any given schools, and

(3) a list of the council coordinator's (not to be confused with chairperson's) responsibilities.

352. Rentch, G.J. "Community Meetings and Conflict Management." *Integrated Education* 11, No. 4 (1973) pp. 48-52.

This case study written by an involved educational administrator reviews the attempt of Rochester (N.Y.) City Schools to establish a program of community involvement via communitywide meetings on three occasions in which specific integration plans were to be discussed. More specifically, the author asks whether "the community meeting is an appropriate and effective mechanism for obtaining the desired level of community interest, support and involvement?" The answer is a qualified "No." In Rochester, all that the meetings achieved was an increase in racial polarization. The problem was that citizens were presented with and asked to ratify an already established proposal. Rentch concludes with advice as to how administrators may prevent such problems in the future.

353. Rogers, David. *110 Livingston Street: Politics and Bureaucracy in the New York City School System*. New York: Random House, 1968.

This book may be the most comprehensive analysis available of one city's failure in education. Rogers discusses virtually all aspects of the problem in extraordinary detail. First and foremost, this book is about the "politics of futility" which resulted from attempts to spur the centralized and isolated Board of Education to reform. *110 Livingston Street* documents the failure of attempts at desegregation from 1954 to 1968, carefully analyzing socioeconomic, political, and educational forces. Rogers focuses on each interest group and organization's response to the educational crises of the 1960's from the civil rights boycotts to the demand for community control. In particular, the studies of the Board of Education, the United Federation of Teachers, the superintendents's office, the bureaucracy, and the reform groups, give a vivid picture of the complexities of motivation and the difficulties of action in such a gigantic system. The account of the grassroots organization of the black communities and the evolution of the community-control coalition provides insights into the political realities and problems involved in organizing the alienated and the poor against entrenched forces. The fragmentation of the movement and its inability to fight the endless delays, double standards, and doubletalk of the board is a story as illuminating as the devastating critique of New York's "bureaucratic pathology."

Rogers' attempt to place the various socioeconomic forces, institutions, and ideologies in perspective--next to each other in a total picture--is a unique contribution to understanding the urban educational crisis. In a field still greatly dominated by emotion, theory, and morality, Rogers offers a vision of an immensely practical, nonillusionary sort. His book is not a polemic about human potential, but rather a successful attempt to give the reader the history and perspective necessary to learn the lessons of the past.

354. Scheck, Robert et al. "The Metamorphosis of Lee High School." Urban Education 10 (1975) pp. 198-211.

This is a case study of an administrator-initiated program of involving the community in the resolution of racial conflicts at Lee High School in New Haven, Connecticut. Working with the community to solve the problems of the high school, the staff went to the local community to establish common concerns and different approaches. The team reorganized the Parent Teacher Student Organization into the Lee High School Community Council, guaranteeing representation of every ethnic and neighborhood group making up the high school community--student, parent, teacher representatives--to provide a forum for open discussion of controversial issues. Six community lay workers and a graduate social work placement officer were hired to be integral parts of the school in a community liaison effort.

355. Schrag, Peter. Village School Downtown: Boston Schools, Boston Politics. Boston: Beacon Press, 1967.

Schrag employes a political and sociological analysis to explain the traditional and generally conservative nature of the Irish-dominated Boston school system. The book discusses the Louise Day Hicks phenomenom, the failure of various liberal factions and coalitions to effectively combat the segregated neighborhood school, and the objective economic conditions inherent in a city with an inadequate tax base. The solution, Schrag believes, lies in the notion of the "metropolitan school system." Suburban hypocrisy must be condemned and metropolitan responsibility assumed. Urban education must be seen as an integral part of urban planning because it lies at the root of any attempt to make the cities more livable. The metropolitan school system would spread the cost of public education in the cities out into the suburbs while making urban life and urban advantages such as cultural institutions more real and accessible to suburban people. Decentralization and citizen participation within the schools are seen as critical to the process.

Among the specific projects and problems discussed are these:

(1) Operation Exodus: a privately financed grassroots black movement which took advantage of open enrollment when the Boston school board refused to go through with any action against de facto segregation,

(2) METCO: suburban liberal and inner-city black cooperation, using Federal funds, which bused hundreds of students out to suburban schools,

(3) middle-class nature of most busing programs and alternative schools which only provide a "way out" of an unacceptable situation for a few, and

(4) the educational bureaucracy and its political and economic interest groups.

356. Stout, Robert T. and Sroufe, Gerald E. "Politics Without Power." Phi Delta Kappan 49, No. 6 (1968) pp. 342-45.

This article is a description of the actions of the Daly City, California, Board of Education, concerning the question of de facto segregation. The authors describe the tremendous difficulty of the board's attempt to reach and implement a decision on such a politically sensitive issue; attempts at community advisory groups, teacher committees, and university assistance all failed. Emphasis is placed on the necessity for local school authorities to enter the "game of politics" and make decisions on even highly controversial issues.

357. Swanson, Bert E. "Two Strategies for Power." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This selection describes how two opposing coalitions attempted to influence a superintendent and the Board of Education. The article is about pressure, in this case pressure surrounding a controversy over school integration in New York City. Liberals and conservatives vied for the superintendent's and board's support, with the superintendent becoming so mired in the controversy as to become part of it. The selection is an enlightening case study of both citizen participation and the difficulties inherent in communication.

358. Teele, James. Evaluating School Busing: Case Study of Boston's Operation Exodus. New York: Praeger, 1973. 150 pages.

"Exodus" was a black parent-initiated program whereby several hundred black children of all ages between 5 and 14 were to be bused from nearly all-black schools in the black community to predominantly all-white schools in surrounding communities. This short but important book is an evaluative case study of that program. Background on Boston and the black experiences with Boston schools can be found in the first chapter. Chapter two provides background on the families and children involved in Exodus and in the author's study. The research program is described in chapters three, four, and five, and the findings are presented in chapter six. Basically, the author found that participating children showed some gains in reading test scores and that such gains seemed related to the children's perception of being liked and accepted by their classmates and teachers. Where this did not occur, black children did not benefit from the better educational facilities at the white schools. For parents the program was a success. The very process of initiating and running the program and fighting with the Boston School Committee led to positive gains in political knowledge, sophistication, effectiveness and personal self-esteem. Data were collected primarily from interviews and from before-and-after comparison of children's reading test schores.

Although these findings are tentative, they contain important implications for future researchers and policymakers. These are pursued in chapter seven. Chapter eight presents a good summary of the research process and findings. A series of appendixes reproduce the questionnaires used in the research.

359. United States National Advisory Commission on Civil Disorders, *Report*. Washington, D.C.: U.S. Government Printing Office, 1968. (Also published by Dutton, 1968, and Bantam, paperback, 1968, with introduction by Tom Wicker.)

Known as the Kerner Report, this book details the findings and recommendations of the national advisory commission that investigated the black urban riots in the summer of 1967. It discusses the history and setting of the major disturbances in Newark and Detroit and analyzes the factors contributing to the disorder.

Of particular concern to the topic of community control of schools are three chapters in the section of recommendations made by the commission. Chapters ten and sixteen discuss the problems of the black ghetto in general--emphasizing the lack of contact between government and people, the great need for responsive government, and increased community participation in decisionmaking under the rubric of "maximum feasible participation." Of the two alternatives available to ameliorate conditions in black ghettos--enrichment and integration-- the commission favors integration, arguing that enrichment of segregated communities will never provide full equality and will be socially divisive.

Chapter seventeen deals with the problems of black inner-city education. The commission concludes that the present educational system is failing black children for several reasons--segregation, poor teachers, overcrowding, poor facilities, insufficient money, and poor community/school relations. The commission makes detailed suggestions to alleviate the problems. Although the value and necessity for increased community participation in schools is emphasized, the commission does not recommend real community control. Integration, rather than black-attended, black-administered school systems, is the goal that the commission sets in order to improve the quality of urban education.

360. Weinstein, J.B. "The Mark Twain School Decision." *Integrated Education* 12, No. 1-2 (1974) pp. 45-59.

The author was the presiding U.S. District Court Judge in *Hart v. Community School Board of Brooklyn*, January 28, 1974. This piece consists of extensive excepts from his findings in favor of a parent group charging the Mark Twain Junior HS #239 of Brooklyn (N.Y.) to be illegally segregated. In ordering the preparation of a desegregation plan, the judicial remedy calls specifically for community involvement. In addition, the remedy directs housing, transportation, and other city officials/agencies to take measures that would have a favorable impact on the school board's efforts to desegregate. Being made "parties to the case," the other principal agencies were similarly constrained to actively initiate community involvement.

361. Williams, Roger M. "What Louisville Has Taught Us About Busing." *Saturday Review*, April 30, 1977. pp. 6-12.

Williams provides a fascinating and detailed account of the events, the community conflict, and the issues involved in Louisville's experience with court-ordered desegregation. After noting instances of black and white working-class alliances, and the consequent isolation of the KKK and other extremist factions, he concludes that: "despite contrary nationwide sentiment, Louisville has proved that metropolitan area-wide busing can work."

DISSERTATIONS

Palmer, Jack. *A Case Study in School-Community Conflict Over Desegregation.* 35/9A:5739.

Rhodes, George. *Problem Identification in Districts Undergoing Desegregation: A Study of Selected School Districts and Community Groups in Eleven Deep South States Funded Under the Emergency School Assistance Program, Department of Health, Education, and Welfare, for the School Years 1970-71, 1971-1972.* 35A:4814.

Thomas, Charles Richard. *A Study of Lay Participation in the Elimination of De Facto Racial Segregation in a Northern School District.* 31A:3244.

C. Curriculum

362. Alexander, William M. "Community Involvement in Curriculum." Educational Leadership 29 (1972) pp. 655-71.

Stating precedents for the present push for community control, Alexander describes areas in which communities can become involved in the curriculums of their schools.

363. Baker, Eva L. "Parents, Teachers, and Students as Data Sources for the Selection of Instructional Goals." American Education Research Journal 9, No. 3 (1972) pp. 403-11.

Baker reports on a study of the feasibility of involving parents, teachers, and students in determining curriculum goals through the mechanism of obtaining ratings from the three groups of the value of each of several measurable possible goals, then using objectives-based testing to evaluate active achievement. The study concerned measurable objectives in mathematics at the junior high school level; it includes tabulations of the results. The approach used fits under the rubric of "needs assessment."

364. Donelson, Kenneth, ed. The Student's Right to Read, 1972 Edition. Urbana, Illinois: National Council of Teachers of English, 1972. 26 pages. Available from National Councils of Teachers of English, 111 Kenyon Road, Urbana, Illinois 61801. $0.70. ED 068 990.

This pamphlet proposes a two-step procedure involving community participation in the selection of textbooks without bowing to "community censorship."

First, all teachers and department heads would submit in writing all textbook selections, stating the rationale and educational value of each text. Second, a committee made up of teachers, administrators, and possibly students, parents, and other members of the community would have permanent standing and have charge of complaints. Complaints would be processed through this committee, which would try to resolve the issue between the teacher and the "would-be censor." The committee's recommendations would be filed with the school board which would make the final determination in each case. The existence of such a screening/advisory committee would then allow community involvement and activate those segments which oppose "censorship."

365. Fletcher, J.L. and Spady, W.G. "The Development of Instrumentation to Measure the Alternative Operational Manifestations of Five Basic Functions of Schooling." Presented at the Annual Meeting of the American Educational Research Association, April 1975. ED 109 181.

An informative research article concerned with the amount of formal and informal training in American schools, and the relationship between these methods of training and the acquisition of developmental skills. Research focused on methodology to be used in creating improved "classroom and organizational climates" and an instrument was designed to measure students' attitudes towards these. The authors noted two main findings: (1) informal training in acquisition of social skills is important; and (2) social learning in classroom situations is often a composite of "personal influence, reference-group influence and activity structures." This paper is useful for evaluators and community members who are involved directly in educational planning and development.

366. Fuller, Ralph N. "Textbook Selection: Burning Issue." Compact 9, No. 3 (1975) pp. 6-8.

Based on references to Texas and West Virginia, the author argues that in textbook selection, "Public involvement can make consensus almost unattainable." Lay participation on either the State or district level seems to invite conflict, since the majority of voiced reactions are generally negative.

367. Schaub, D.W. "Lesson in Communication, Kanawha County, W.Va.," Educational Digest 41, September 1975, pp. 2-5.

Schaub discusses the troubles Kanawha County experienced when the school board attempted to incorporate 325 new texts into the existing K-12 language arts program. It describes how the issue was resolved by the Coalition for Quality, a community organization. The author notes that the former superintendent and the former board president feel that more public participation in education could eliminate such episodes in the future.

368. Staples, I. Ezra, ed. Impact of Decentralization on Curriculum: Selected Viewpoints. Washington, D.C.: Association for Supervision and Curriculum Development, 1975. 65 pages. ED 107 616.

This report contains three useful and informative case studies focusing on the impact of school decentralization for increased community participation in curriculum issues in New York City, Atlanta, and Baltimore.

369. Street, Scott W. "How Far Can Parents Go?" National Elementary Principal 36, No. 1 (1957) pp. 11-20.

The principal of an elementary school discusses the question of parent-citizen participation in formulative school policy. He rephrases the question "How Far Can Parents Go?" into "How far can the principal and staff go with the parents to plan curriculum?" Street discusses the need for confidence and expertise on the part of principal and faculty, for understanding the group process, and for giving enough time and effort to allow full community involvement. He illustrates his position with two personal experiences of cooperation with parents in planning and policymaking.

370. "Textbook Battles: They're Brewing and Bubbling. By Fall They'll Be Boiling, Don't Get Scalded." American School Board Journal 162, No. 7 (1975) pp. 21-28.

A set of proposals for involving lay community participation in textbook selection, based on informal interviews with school administrators around the Nation. They urge that:

(1) guidelines for textbook selection be written down and publicly disseminated.

(2) education involve parents and community groups in discussion of these guidelines. (It is not clear, however, what institutions or amount of input is to be allowed for the community.)

(3) there be a regular, formal, written procedure for processing complaints.

DISSERTATIONS

Beuschlein, Muriel. *A Study of Lay Participation in Elementary School Curriculum Planning*. 23:3808.

Deveau, Burton William. *A Study of the Ways in Which Educational Personnel, Parents, Pupils, and Other Citizens Participate in Secondary School Curriculum Development in Ohio*. 17:1252.

Dickerson, James Lewis. *A Study of Lay Participation in Curriculum Development in Selected Schools*. 20:599.

Fulton, Thomas. *Determining Curriculum Priorities of the Professional and Lay Community of the Salinas City School District of Salinas, California*. 35/1A:125.

Grimes, Joseph, Jr. *Organized Citizen Groups Working on Curriculum: A Study of Lay Participation at the Local Level in Planning Educational Programs in Public Schools in Fifteen Selected States Between 1945 and 1952*. 15/02:215.

House, Richard Glen. *An Analysis of General Lay Curriculum Study Committees in the Three- and Four-Year Public Senior High Schools of Colorado as Seen by School Administrators, Lay Participants, and Board of Education Members*. 28A:1986.

Mara, Vincent Jospeh. *A Study of the Reaction of Professional Educators to Lay Participation in Curriculum Study*. 22:2720.

Werle, Henry Daniel. *Lay Participation in Curriculum Development Programs*. 25:5081.

D. Early Childhood Education

371. Coons, George et al. "The Role of a Community Committee in an Early Childhood Project." Rochester, Michigan: Oakland University, School of Education, 1974. ED 098 722.

This paper describes how the Oakland University Early Childhood Project developed a technique for community participation in a university program. Using a Federal planning grant, a committee of community and professional members representing a variety of economic backgrounds and ethnic groups was formed. The interaction of the professional and community members in planning the program and in selecting the practicum site and the program participants is credited with improving the university's ability to deliver a service to the community, improving numerous aspects of the training program and developing and alliance between one segment of the university community and the constitutency the university serves. (Annotation by ERIC).

372. Corrado, Joseph. "The Family Hour: An Experiment in Parent Involvement." New York: Playschools Association, 1975. 19 pages.

This report portrays the experience of one school's "family hour" held each week. This is a time (usually from 5-6 p.m.) for parents to visit the classroom with their children. The parents can observe or join in the activities, meet other parents, and talk with the staff. Some activities that are suggested for this period of time are story-telling and trip planning. The author notes that we can expect some degree of parent apprehension . . . parents may doubt the sincerity of the invitation. Teachers may also feel ill at ease in handling the situation. Children also may feel that parents will criticize what they do in the classroom.

However, if these conflicts can be dealt with, there are some advantages to the "family hour." According to Corrado, such experiments indicate a three-fold effect on parents: enhanced status through group acceptance and through recognition of them as individuals with something to contribute; better understanding of their childen's abilities, needs, and problems; and a closer, friendlier relationship with the center's staff.

373. A Personalized Kindergarten Program with Supplementary Parent Involvement. Boulder (Colorado) Valley School District RE-2, June 1975. 188 pages. ED 116 791.

This report describes a program which is:

> . . . envisioned as a preventative program that will recognize areas of immature development in the child and then offer an individually-fitted program to facilitate the child's success in the academic program in the regular classroom setting. Preventing failure before the fact would be of immense value for both the self-esteem of the child and for conserving resources of the district.

In order to achieve the above goal, children were tested using the McCarthy Scale of Children's Abilities, the Boehm Test of Basic Concepts, and the Kind Inventory Development. If a child was found deficient on these tests, then she/he was given a special "at home" program. The "at home" programs consisted of games and fun activities in sequential steps to be taught by the parents. It was scaled to fit the needs of each individual child.

Included in this article are the outlined activities in the "at home" program sent to the parents.

374. Riles, Wilson C. "ECE in California Passes its First Tests." Phi Delta Kappan 57, No. 1 (1975) pp. 3-7.

ECE refers to Early Childhood Education, a program involving individualized instruction in grades K-3. At each school site, parents, principals and teachers are involved in both the design and implementation of ECE. Recognizing the importance of the home, ECE also provides for parent education and a site advisory council of parents and other community residents. Much of this piece focuses on the necessary changes in attitudes, skills and role orientations on the part of teachers and principals involved in ECE. The author concludes by noting that:

> ECE has made a profound mark on the educational landscape. In less than two years, it has generated tremendous momentum for change. Many of its concepts are being adapted for use in the upper elementary grades and in nonparticipating schools.

375. Shapiro, Sylvia. "Parental Involvement in Day Care: Its Impact on Staff and Classroom Environment." 1975. 21 pages. ED 119 874.

Shapiro reports on the process and the findings of research done to measure the impact of parental involvement in early childhood education. Relying upon classroom observation and interviews with parents and staff she found that parents had more impact and tended to be more active in administrative school management rather than classroom curriculum areas.

376. Winkelstein, Ellen. "A Community-University Model for Urban Preschool Education." Paper presented at the American Educational Research Association Annual Meeting, New York, Feb. 4-7, 1971. 14 pages. ED 047 373.

This short paper describes a joint university and community-initiated and administered program of preschool education in a community. The author writes:

> Parents and students formed teaching teams for 39 children aged three to five. The community made ultimate program decisions; the community and university together administered the program and the curriculum; and the university provided a training program for parents and the student teachers.

Based on interview data the author concludes that this was a successful instance of community-university partnership.

DISSERTATIONS

Majure, William C. Acquiring Parent Participation in an Early Childhood Model. 33A:2682.

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E. Personnel Issues and Collective Bargaining

377. Aberdorfer, J. "A Balance of Interests: Community Control and Personnel Practices." Urban Review 5 (September 1971) pp. 11-19.

Aberdorfer attempts to analyze the difficulties between New York City's local control proponents and teachers and suggest a system by which the two can be appeased. The article commences by surveying the vested interests of the participants, proceeds to an analysis of the pertinent laws, then proposes change in the personnel system acceptable to both sides. Continued in Urban Review of November 1971, it is a penetrating and lucid presentation.

378. Armstrong, Richard. "McGeorge Bundy Confronts the Teachers." New York Times Magazine, 20 April 1969, p. 25.

This article recounts the role of the Ford Foundation in the Ocean Hill-Brownsville struggle. Particular emphasis is given to Foundation-UFT disagreement.

379. Bard, Bernard. "Is Decentralization Working?" Phi Delta Kappan 54, No.4 (1972) pp. 238-43.

The fact that decentralization in New York City has not achieved its grandiose expectations must be tempered with the knowledge of the teachers' organization's adamant opposition and undermining of the plan. Bard reports that the 1972 negotiations between the UFT and the 31 local school boards was an unqualified success for the teachers--obstructing virtually all of the local boards' attempts at tighter community control and accountability of staff. Bard concludes that the teachers' big weapon of a paralyzing walkout is an overpowering threat to the plans and hopes for improved education as a result of decntralization and community control.

380. Baird, Robert N., and Landon, John H. "Teacher Salaries and School Decentralization." Education and Urban Society 4, No. 2 (1972) pp. 197-210.

This article discusses the effect of decentralization upon teachers' salaries. The authors theorize that by increasing school systems into local-unit decentralization, competition will occur between them for the best teachers--which will ultimately raise the teachers' salaries. They suggest that if the local districts agree on standard rates for teachers, some of this competition could be offset. The authors conclude by stating that if decentralization is going to occur, the possibilities for increased costs should be realized and plans to meet them formulated.

381. Berube, Maurice R. and Gittell, Marilyn, eds. Confrontation at Ocean Hill-Brownsville: The New York School Strikes of 1968. New York: Praeger, 1969.

A collection of documents and analyses, Confrontation at Ocean Hill-Brownsville attempts to provide an accurate account of the struggle for community control that prompted the New York City teachers' strike in

1968. In order that the reader may reconstruct the series of events, the articles are arranged in order of their development. Editorial summaries at the beginning of each chapter and a brief chronology in the appendix also facilitate understanding.

The authors believe that the fight for community control is a power struggle; parents must be able to hold teachers and principals responsible for their actions. However, Berube and Gittell have not neglected to present both sides of the arguments. Articles by Rhody McCoy, Nat Hentoff, Sandra Feldman, Michael Harrington, and others are juxtaposed as they appeared in newspapers and magazines during the late 1960's. Parts of the Bundy, Botein, Niemeyer, and Rivers reports and excerpts from the UFT policy on decentralization, the Board of Education policy statement on decentralization, and the statement of the Ad Hoc Committee to Defend the Right to Teach illustrate some major issues such as the deliberate confusion of decentralization and community control, anti-Semitism, racism, and the future (if any) of urban school reform.

382. Brooks, Thomas R. "Tragedy at Ocean Hill," Dissent 16, No. 1 (1969) pp. 28-40.

This report on the 1968 New York teachers' strike and its ramifications concentrates sympathetically on the position of the teachers' organization in the conflict. It presents a standpoint on the role of the organization different from the one most often reflected in accounts of the strike and, as such, it is significant.

383. Carter, Barbara. Pickets, Parents and Power: The Story Behind the New York City Teachers' Strike. New York: Citation Press, 1971.

The author's description and analysis focuses on the Ocean-Hill-Brownsville experience in New York City as a conflict over the issue of community control and a search to establish accountability for education in the ghetto. Carter starts with the I.S. 201 conroversy in 1966 and ends with the absorption of Ocean Hill-Brownsville into another school district. In between she examines the participants in the fight, particularly the local school board and the United Federation of Teachers.

The author suggests that the conflict was caused by (1) the appalling state of ghetto education and failure to do anything about it; (2) a continuing increase in segregated schools in the North; and (3) aspirations let loose by the concept of "maximum feasible participation" of the poor in programs for them--popularly translated, in this context, to mean community control. This not only covers the material but also is very readable.

384. Cheng, Charles W. Altering Collective Bargaining: Citizen Participation in Educational Decision Making. New York: Praeger, 1976. 165 pages.

Cheng's book outlines the history of teacher unionism, collective bargaining, and discusses the citizens' role in contract negotiations.

Much of this work describes the takeover of collective bargaining by a "caste" of professional negotiators who are said to be unaccountable to either school boards, citizens, and, in some cases, to rank-and-file teachers. This, plus the data showing school boards of large urban school districts to be unrepresentative of most of their constituents, leads Cheng to call for increased citizen participation in collective bargaining. This proposal is elaborated and illustrated in terms of four models: (1) a "responsive board;" (2) "multi-level bargaining;" (3) a citizens' voice in the person of an "ombudsman" in contract negotiation; and (4) a truly collective, cooperative triparty process involving teachers, management and citizens. These models are not meant to be mutually exclusive; instead they represent a series of steps, an evolution of increased citizen involvement in that process. For example, the first and more modest proposal only calls on school boards to reassert their statutory role and maintain communication with citizens. The second model presupposes decentralization of authority to the building level and a strong system of school councils. The fourth implies a wholesale change of attitude on all sides, especially that of teachers. A summary version of these themes and arguments may be found in: Charles Cheng, "Community Participation in Collective Bargaining: Problems and Prospects," Harvard Educational Review 46, No. 2 (1976) pp. 153-174.

385. Eisenberger, Katherine E. "How Much Should You Involve Your Community in Picking Your Next Superintendent." American School Board Journal 162, No. 1 (1975) pp. 33-35.

Addressed to school board members, this article argues that increased community participation is both inevitable and desirable. It then goes on to outline five steps in picking a superintendent. School boards are advised to:

(1) detail the selection criteria in writing and distribute publicly;

(2) set up advisory committees made up of students, teachers, and parents;

(3) have that committee prescreen and recommend a list of semifinalists;

(4) let it run separate and parallel interviews; and

(5) hold open board meetings at which the advisory committee and all interested citizens may question and participate in interviews with the finalists.

386. Epstein, Jason. "The Brooklyn Dodgers." New York Review of Books, 10 October 1968, p. 37; "The Issue at Ocean Hill, New York Review of Books, 21 November 1968, p. 3.

These two articles analyze the conflicting interests behind the New York City teachers' strike, examining in detail the feelings in the Ocean Hill

Brownsville community, the positions of the teachers' organization, and Epstein's projections for the future.

387. Epstein, Jason. "The Real McCoy." New York Review of Books, 13 March 1969, p. 31.

Epstein reviews Martin Mayer's book, The Teachers' Strike: New York 1968. He makes a wide-ranging attack not only on Mayer's factual accuracy but also on his interpretations of the conflict between the New York teachers' organization and local residents in Ocean Hill-Brownsville. In the course of the review, Epstein sets out his own ideas, alongside those of Mayer.

388. Erickson, K., and Shinn, J. "How Much is Too Much Community Involvement?" American School Board Journal 162, No. 11 (1975) 34.

This article is a case study and report by two consultants (retained by a school board) who subsequently lost their initial skepticism about the desirability of citizen involvement in the process of picking a new superintendent. It describes their initial misgivings, their training via simulation of citizen participation, and their final satisfaction that, in practice, citizen participation can be both democratic and efficient.

389. Featherstone, Joseph. "Correspondence." New Republic, 26 April 1969, p. 39.

The first letter in this column is one from Martin Mayer in response to Joseph Featherstone's "Community Control of Schools" in the March 29, 1969 issue of The New Republic. Mayer defends his book, The Teachers' Strike, against the charge (among others) that it is trivial. Featherstone's reply follows, further explicating his original position.

390. Gittell, Marilyn. "Teacher Power and Its Implications for Urban Education." Theory Into Practice 7, No. 2 (1968) pp. 80-82.

Marilyn Gittell reviews the traditional disinterest and powerlessness of teachers' organizations in areas other than salary and contracts; she doubts whether the new trend toward increased teacher participation in policymaking will really be an impetus toward reform. Concerned that the interest of the centralized teachers' organizations will conflict with local community needs and demands, the author suggests that teachers may join the present educational bureaucracy in protecting itself against the new community-control movement.

391. Hess, Hannah S. The Third Side of the Desk: How Parents Can Change the Schools. New York: Charles Scribner's Sons, 1973.

This book by a former school teacher, speaking as a parent and for parents, can be usefully read on three levels. First, it is an account and explanation of children's educational needs and what parents and schools can do about them (see chapter 1-9). Secondly, it is a firsthand report on one Manhattan upper-West Side community's response to the 1968 NYC teachers' strike. That response led to parent mobilization and the eventual institution of a parent-initiated open classroom at PS 84 (see chapters 11-32 for the open-classroom idea). Finally, it can be read as a handbook for parents organizing to do something about their children's education (see especially chapters 4-6, 27 and 30). While this was not specifically written as a handbook, (i.e., there are no step-by-step detailed instructions) the author's observations are often perceptive, practical, and all grounded in her own and other parents' practical experiences at PS 84.

392. Haskins, Kenneth, and Cheng, Charles. "Community Participation and Teacher Bargaining: A Clash of Interests?" Journal of Education, Special Issue, 1976.

Haskins and Cheng are strong advocates of community control. Their piece briefly traces the genesis of the community-control movement, highlighting its strong black and urban roots. They sketch the parallel growth in terms of power and militance of urban teachers' organizations, particularly the UFT in New York City. Although both movements not only paralleled, but initially supported each other, this alliance was ruptured in the disputes in Ocean Hill-Brownsville. The outgrowth of this is explained in terms of the role played by teachers' organizations in contract negotiation, a role which tends to "lock out" citizens from discussion of the most important issues now included in contracts.

393. Klaus, Ida. "The Evolution of a Collective-Bargaining Relationship in Public Education: New York City's Changing Seven-Year History." Michigan Law Review, 67:1033-1066, No. 5, March 1969.

This article traces the development of the teachers' organization in New York City and chronicles the emergence of strikes and collective bargaining as effective tools in teachers' efforts to improve their position in the public schools. Klaus sees two main problems in this area: satisfying teachers' demands on "bread-and-butter" issues, while staying within budget limitations; and the school board retaining its credibility as serving the public interest while having to satisfy organization demands in order to keep schools open. The author focuses on the specific issues in the series of contract negotiations between 1962-69, and discusses the public interest in each case.

394. Levin, Gilbert, and Stern, David D. "System Intervention in a School-Community Conflict." Journal of Applied Behavior Science 6 (1970) pp. 337-53.

In the fall of 1968, New York City was hit by a long and devastating teachers' strike. As pressure mounted, a community mental health center in the Bronx organized a forum in school/community relations. The intention of this forum was to channel existing conflicts in the direction of the community's long-term benefit. This lengthy article minutely details that forum: how it was organized, who constituted it, and its aftermath.

395. Mayer, Martin. The Teachers' Strike. New York: Harper & Row, 1968.

This in-depth, subjective recapitulation of the events marking the New York teachers' strike of 1968 is divided into four sections, the first three of which represent a chronological examination of the sequence of occurrences that marked the strike, beginning with the establishment of the governing board of the Ocean Hill-Brownsville experiment in the spring of 1967 and culminating with the three successive citywide strikes of autumn 1968. The fourth section comprises a series of personal observations regarding decentralization and community control. The author views both skeptically and contends that education has become too professional to be left in the hands of amateurs.

The book's value lies in its portrayal of a situation needlessly gone sour because of the frailties and failures of participants to compromise. Its narrative reportorial style is enhanced by the author's access to personalities and inside information regarding behind-the scenes occurences.

396. Moskow, Michael, and McLennan, Kenneth. "Teacher Negotiations and School Decentralization." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

The two authors examine a critical issue raised by the movement toward community control--the effect of decentralization on the collective bargaining of teachers' contracts. In their survey of teachers attending summer education courses, the authors found that teachers are also dissatisfied with policymaking at the level of a central board of education and that they believe authority should be localized, with teachers playing a larger role in decisionmaking.

However, teachers are unwilling to compromise on issues that may affect salary or job security; therefore, the established procedures of collective bargaining with a central authority are still supported by the majority. The American Federation of Teachers and the National Education Association have recognized the difficulties inherent in contractual bargaining at the local level, as shown in their cautious, and at times, negative, approach to the issue of community control. What the authors see as the most likely solution is a type of master agreement-local agreement setup, similar to that used by national and local chapters of large labor unions.

397. O'Neill, John. "The Rise and Fall of the UFT." In Schools Against Children, the Case for Community Control, Annette Rubenstein, ed. New York: Monthly Review Press, 1970.

This article, a unique history of the UFT in the 1960's, makes it clear that the importance of teachers' organizations can not be underestimated. It is a depressing story that John O'Neill, the former UFT Director of Organization and long-time Brooklyn school teacher, outlines in his analysis of the UFT's transition from a liberal, militant social reform union committed to improved schools for all to one desperately protecting its middle-class wages and professionalism at the expense of community control and better schools. Revealing his bias against Albert Shanker, he describes Shanker's role both as an individual and in the context of organized labor's national leanings. Finally, he analyzes the June 1969 contract agreement, terming it a "financial success [for teachers and supervisors] and an educational disaster."

398. Osburn, Donald. "Professional Negotiations: A Survey of Teacher Attitudes." School and Community, February 1975, pp. 27-41.

This is a survey of the attitudes of administrators, vocational teachers, and organized and nonorganized teachers towards unionization and collective bargaining. The author found that administrators, while very sympathetic to the needs of teachers, were least in favor of teachers' organizations and collective action. There was little difference between vocational teachers as a group and other groups of teachers (the vocational teachers were expected to be more pro-collective action, because of the various labor contacts that many of these individuals had before they became teachers). Older teachers were the least pro-collective action of all teachers surveyed. There was virtually no difference between male and female teachers in regards to the survey answers. Not surprisingly, teachers that were members of organizations were the most in favor of collective action.

Concluding that some form of collective action is inevitable, the author urges that States should pass uniform laws governing collective bargaining and that the curriculum in teacher and administrator education include courses and workshops on "professional negotiations."

399. Roberts, Steve V. "Control of Schools." New Republic, 28 September 1968, p. 11.

After an outline of the events leading to the UFT strike on behalf of 19 teachers fired (by the local school board) in the experimental Ocean Hill-Brownsville district, Roberts, a New York Times reporter, states that turning power over to the local board would increase the problems within the district. While acknowledging the need for some decentralization (huge bureaucracies become unwieldy), the need for bureaucracy and professional educators is stressed. As seen here, the problem is that educators are not doing their job, not that the schools should be run by a participatory democracy.

400. Roberts, Wallace. "The Battle for Urban Schools." Saturday Review, 16 November 1968, p. 97.

Written during the heated controversies and political turmoil of the 1968 New York City teacher strike, this article provides a good overview of the background of the problem and the issues at stake. Concentrating on the issue of decentralization and community control, Roberts argues that the strike was a result more of political and professional issues than educational ones. He also discusses plans and attempts at decentralization in other major cities.

401. Solo, Leonard. "Teacher Evaluation in an Alternative Public School." National Elementary Principal 55, No. 1 (1975) pp. 29-34.

This is a case study written by a principal participating in parent involvement in teacher evaluations at the Cambridge Alternative Public School in Cambridge, Mass. It describes the process in some detail, reproduces the evaluation instrument (a questionnaire), provides a sample of a positive and negative evaluation, and goes on to discuss what happened when the "Personnel Committee" (a parent-dominated body charged with hiring and evaluating teachers) split on its evaluation of a particular teacher. In addition, the author describes the origins (citizen-initiated, but mandated by the Cambridge School Committee) and governance (run by a parent-staff cooperative) of this "alternative" public school.

402. Ward, Agee. "Ocean Hill: Education, Community, Power and the Media." Center Forum 3 (1968) pp. 1-10.

This article reports the events, opinions, and experiences of the people of Ocean Hill from August to November 1968. The author attempts to encapsulate what was occurring in this neighborhood during the three teachers' strikes of 1968. Although objective and impartial in tone, the conclusions nevertheless are sympathetic to the community. Highly informative, the piece provides the reader interested in the Ocean Hill-Brownsville controversy with a closeup perspective of one of these communities.

403. Zeluck, Stephen. "The UFT Strike: Will It Destroy the AFT?" Phi Delta Kappan 50, No. 5 (1969) pp. 250-54.

The New York local of the American Federation of Teachers, led by Albert Shanker, was a leading force in opposition to the 1968 attempts at community control in New York City. Stephen Zeluck, President of the New Rochelle (N.Y.) local of the AFT, details the involvement and policies of the UFT--arguing that the anticommunity stance taken by the UFT may have disastrous consequences for the AFT's liberal and progressive image in American urban education. The teachers organization must reinforce, rather than shatter, the alliance with the black movement so that they can together wrest power from the central city boards and make authoritative improvements in urban schools.

DISSERTATIONS

Yeakey, Carol. *Teacher Unionism and Community Participation in Selected School Policy Issues*. 36/7A:4196.

F. Planning, Goal Setting, and Needs Assessment

404. Bobbe, R.A., and Connolly, P.A. "Educational Decision-Making Collaboration Among School Board, Administrators, and the Community." Educational Technology, November 1975.

In 1970, the New York State Education Department chose Greece, N.Y. to be one of four prototype school districts to participate in Project Redesign--a program involving community residents in planning projects. This short piece describes that project, its implementation, some of the frustrations encountered by lay participants, and its eventual success as an instrument of participatory goal setting.

405. Community Involvement: Providing Program Information for Improving Educational Decisions. Columbus: Comprehensive Educational Planning and Evaluation Project, Columbus Public Schools, 1975. ED 119 365.

This report describes the Comprehensive Educational Planning and Evaluation Project, a pilot effort to develop a model for involving parents, students, community members and school personnel in planning and evaluating district activities. Written in technical language, this is a report that is more useful to staff interested in the issue of citizen involvement in planning and evaluation than to citizens themselves. The report focuses on the "protective" feature of a needs-assessment process that is implemented as a result of setting goals in partnership with the client system. A major finding is that the model described required considerable time and energy to sustain. It is not clear if the total effort was cost effective and therefore recommended for institutionalization.

An unusually interesting and useful feature of the project seems to have been a staff training module developed to address the "human process of needs assessment"--communications skills, group problem-solving and decisionmaking, nonverbal communication and convener skills for running meetings.

The community participation model developed by the project differentiated between the community participation group (people who represent those directly affected by proposed activities) and the community resource group--those who have expertise and skills specific to activities under consideration). Interdisciplinary groups and principals selected parents and other community members for participation.

406. Comprehensive Planning in Education: A Planning Handbook for School Districts. State of New Jersey, Department of Education, Bureau of Planning, 1974.

The major strength of this handbook is that it provides an overview of the rationale and steps involved in the comprehensive planning process and provides an extensive, well-written glossary to help the citizen understand planning terminology. The glossary defines words that appear in other kinds of education literature as well as the literature of planning, e.g., "interface," "parameter," "formulative evaluation." This is a good starting point for groups that want to understand and make decisions about comprehensive planning.

407. Coy, Roger L. A Study of Lay Participation in the Public Schools. Middleton: Southwestern Ohio Educational Research Council, Inc., 1969. ED 056 401.

This study focuses on the feasability of using community/school councils as tools for increasing citizen participation in planning. It characterizes citizens as potential supporters of policies proposed by school administrators rather than as partners in the decisionmaking process, in that the goal of citizen involvement in planning seems to have a needs-assessment and idea-development focus rather than a policy-making focus. Presented are two case studies of citizen participation in planning in the Baltimore, Maryland, and Dayton, Ohio school systems. What is interesting and useful in this study is the description of an unusual planning model implemented in Baltimore as a way of planning a new school and program. The charrette method is a planning-and-completion marathon. In Baltimore, an interdisciplinary group consisting of citizens, specialists, teachers, and students spent two weeks in dialogue with each other and the broader community to define needs, priorities, and potential program activities and resources. The author provides detailed guidelines regarding the organization and procedures to be followed in implementing a charrette.

408. Cramer, Harold, L.; Wehking, Robert J. "Charretting the Planning Process." Chicago Board of Education, Illinois Department of Facilities Planning, June 1973. 22 pages. ED 084 681.

The second part of this report contains three case studies: (1) a residential community of the Northeast; (2) a State university; and (3) a middle school in Florida. These case studies represent the process of "charretting." The definition of a charrette according to the article is "an intensive, concentrated, brainstorming session, deadline oriented, to study educational facilities planning problems within the total community." The first part of this article is very technical and includes process definitions. The process and illustrations are presented with no comparison or relationship to other techniques of community participation or planning.

409. Cunningham, Luvern L. "The Education Task Force in Detroit." Inequality in Education, November 1973.

Cunningham describes the Education Task Force (ETF) established by the Detroit Board of Education to help with financial, managerial, and education problems, and to improve the public's attitude about the schools. It is different from other citizens' groups in that it has concentrated itsefforts on problemsolving, not just study followed by recommendations. In addition to making concrete proposals to the Board of Education, it is able to make them to the State Legislature, administrative departments of State Government, and administrative arms of local governments such as the police and the courts. Not only does the Task Force define and work on manageable problems that fit into a larger set of problems, but it makes certain that adequate implementation does occur, and assists with that implementation.

410. Educational Planning in the Local School District: Comprehensive Planning. State of New Jersey, Department of Education, Division of Research, Planning, and Evaluation, Trenton, New Jersey, 1976.

The State of New Jersey is committed to improving educational services by implementing a comprehensive planning system that addresses short- and long-range planning at the local district level in order to ensure a "thorough and efficient" education for each child. Citizen involvement in planning and decisionmaking is a central component of the planning and evaluation activities carried out under New Jersey's "T and E" process. This manual clearly outlines steps to be followed in a local school effort to establish goals and objectives, conduct a needs assessment, develop educational programs, evaluate program effectiveness, and prepare a budget to support program activites. The audience for this handbook is administrators and school personnel, so the language used sometimes seems technical or jargony. A useful glossary decodes education as well as planning terms. As a whole, the manual is clearly written and organized and provides valuable information about problems and resources as well as a "how to" guide that can easily be adapted to the needs of any school district.

411. Jordan, Wayne N. The School and Community: Partners in Education. A Way to Determine Needs and Set Goals. Fresno, California: Fresno County Department of Education, 1973. ED 099 960.

Jordan is an advocate for citizen involvement in education planning. His booklet describes a procedure for setting education goals with the involvement of educators, students, and citizens, by organizing a community conference to define the problems and needs and to set goals. Procedures described in clear, useful detail include setting up the conference, forming groups and obtaining input statements from them, sorting and refining the statements, and presenting the statements in the form of goals to boards of education.

The community conference provides a format for involving the community in systematic problemsolving, starting at the local school level. Jordan stresses the importance of having the support of school administrators in this effort if a commitment to make change is called for. Much of the information gathered in the conference relates to: parent/teacher attitudes, student attitudes and communications. The major focus of the booklet is the needs-assessment, goal-setting process; however, it does describe steps to be taken to ensure accountability after goals have been accepted by the school board.

412. McCollough, Thomas. "Can School Districts Manage to Manage Their Future? The Palo Alto Case History." Thrust for Educational Leadership 3, No. 5 (1974) pp. 14-19.

The author argues that: (1) school systems must plan beyond the normal budgetary cycle and/or next school board election and (2) planning is not--and cannot be--merely a managerial-administrative function. The latter leads to a call for citizen/parent involvement. This is followed by a fairly detailed and informative case study of the Palo Alto (California) program of citizen involvement in long-range planning. This program, "Project Redesign," was administration-initiated and federally-funded; its citizen boards/councils were appointed rather than elected and serve in an advisory capacity.

413. McNeil, John D., and Laosa, Luis. "Needs Assessment and Cultural Pluralism in Schools." Educational Technology 15, No. 12 (1975) pp. 25-27.

The authors summarize the philosophy behind, and the procedures involved in, a needs-assessment undertaken in a community with a sizable Mexican-American population. They argue that all too often "needs" are little more than a list of school staff desires and do not reflect community values and cultural diversity. Their program incorporated both dimensions. First the authors came up with three sets of needs: one related to the dominant white Anglo culture; the second related specifically to the preservation of the Hispanic culture and community; and the third set was comprised of "enabling" goals--those that "would compensate for difficulties Mexican-Americans have had as minority persons in majority dominated schools." This step, at least, showed a sensitivity to minority perspectives and problems.

In the next step, teachers, students, parents, and other community members were asked to rate the goals in each set according to importance (as perceived by the respondents). The result, the authors argue, was a communitywide consensus on education goals which still recognized cultural and ethnic diversity.

414. Olson, T.A. "The Illinois Experiment in Participatory Planning." In Participatory Planning in Education. Paris: Organization for Economic Cooperation and Development, 1974. pp. 143-152.

This is a short, descriptive case study of citizen participation in the formulation process of a State Board of Education-initiated plan for citizen involvement in a "management-by-objectives" program for Illinois schools. Stress is on describing the initial process, open-hearing testimony, and workshop discussions held throughout that State in 1971. The plan has yet to be implemented. This case study is essentially descriptive; it does not draw any conclusions or more specific programmatic proposals. Its relevance is that it documents an instance of citizen involvement in the formulation of a plan for citizen participation in planning and goal setting.

415. Organization for Economic Cooperation and Development. Participatory Planning in Education. Paris: OECD, 1974. 385 pages.

This book is an edited collection of papers, "think pieces," and case studies presented at an international conference of the OECD (1973) devoted to "participation" in educational planning. That conference and the contributors to this volume were united in perceiving that: (1) citizen-participation in education is both desirable and inevitable; (2) it deserves the attention of social scientists and policymakers; and (3) we can learn by comparing participatory experiences in different nations and different areas, e.g., in the workplace. Consequently part two of this volume contains case studies from Japan, Sweden, Britain, France, etc., as well as from the U.S. Part one elaborates the purposes and objectives of the conference. Part three contains more theoretical but still practical proposals for the future of participatory planning.

416. Schools and Communities: Setting Goals. Salem, Oregon: Oregon Department of Education, 1976.

This handbook is meant to serve as a resource for schools that want to involve their communities in setting goals. The first section discusses the rationale for goal setting and community involvement in that process. A long middle section describes seven district-level and two course- and program-level goal-setting programs in various communities in Oregon and its neighboring States. In each case the discussion is organized concisely around the following topics:

(1) How will the program be administered? (Administration)

(2) What will be the nature of the goals developed? (Product)

(3) Whose expectations will be reflected in the goals developed? (Participation)

(4) What will the goal-setting group do and how will it go about this plan? (Procedure)

(5) What will be done following the goal-setting process? (Utilization)

In addition the text is supplemented with sample timetables and budgets for many of the programs described. The introductory section concludes with a checklist of questions/activities/problems; these should be for the initial brainstorming and planning of a goal-setting program. The document concludes with a very brief discussion, with no instrumentation, of how to conduct community surveys. It is directed primarily at school administrators and school boards.

417. Sealy, Robert D. "Declining Enrollments: Implications." Paper presented at the American Association of School Administrators Annual Convention. Dallas, February 1975, 12 pages. Ed 106 942.

Sealy argues that school districts faced with declining enrollments and possible school building shutdowns should form a "Task Force" composed of teachers, students, administrators, and parents. The purposes of such a committee would be to increase community awareness of the problems, to formulate the positions of various groups within the community, to establish criteria for changes in school building use, and to generate alternatives for the use of empty classroom space. The extent of such a committee's mandate and authority is not made clear.

418. Winecroff, Larry, and Powell, Conrad. Focus: Seven Steps to Community Involvement in Educational Problem Solving. Midland, Michigan: Pendell, 1975. 53 pages.

The authors describe a design to develop problemsolving skills and to involve diverse groups of people in seeking solutions to real problems of concern to them. It can be used in a simulated situation, such as a college classroom, for teaching systematic approaches to problemsolving, or it can be used by an agency or institution that wants to broaden its decisionmaking base and at the same time get at the task of solving insitutional or community problems. Local advisory councils will find the model a useful tool to help maximize use of their time in setting priorities and in developing and evaluating programs. The model covers seven actitivies-- recognizing there is a problem, assessing the problem, clarifying the problem and setting priorities, establishing goals to solve the problem and setting goal priorities, developing a planning guide, designing an activity plan to implement the guide, and checking to see if the problem is corrected. (Annotation by ERIC.)

DISSERTATIONS

Bender, William Dean. Growth in Understanding Among Lay Citizens Through Participation in School Planning. 32A:4826.

Franklin, Herbert. Community Involvement in Educational Goal Ranking and Program Assessment Procedures in Two Indiana School Corporations. 35/9A:5676.

Smith, Jane Elizabeth. The Role of Citizens' Committees in the Planning and Development of the Centennial Education Park in Plymouth, Michigan. 32A:2277.

Williams, Robert Dale. The San Francisco Charrette: A Case Study of Community Involvement in Educational Planning. 31A:5742.

CHAPTER 7

FEDERAL AND STATE INITIATIVES FOSTERING CITIZEN PARTICIPATION

Public education has come to resemble other areas of American public policy in that its governance represents an intersection of local, State, Federal, and judicial influences. In many instances mandates and initiatives for citizen participation have come from the State and Federal governments--legislative, executive, and judicial. In addition, universities and foundations have often sponsored pilot programs involving citizen participation. This chapter lists examples, case studies, and State and Federal task force reports which specifically illustrate this myriad of influences. However, many other works have similar discussions and references to the role of these various institutions and levels of government. Consequently, the annotations below do not do justice to the potential influence of these external forces on citizen participation. Readers are advised to consult the Topical Index under: Federal, State, Courts, Foundations, and Universities.

419. Campbell, Roald R. "The Folklore of Local School Control." School Review 67, No. 1 (1959) pp. 1-16.

Debunking the myth of local control of schools is the purpose of Campbell's article in which he reviews the increasing involvement of the State and Federal governments in all levels of education policy and administration. He cites factors such as desegregation, curriculum and certification requirements, and financing to substantiate his claim that local authority should be very limited. Campbell calls for a working partnership of local, State, and Federal authorities, as well as consistent policymaking and increased Federal funding.

420. Equalization - A Report on Compliance with Two Court Decisions in the District of Columbia: Final Report and a Critique of "A Quest for Equal Educational Opportunity in a Major Urban School District: The Case of Washington, D.C." District of Columbia Citizens for Better Public Education, Inc., June 1975. 84 pages. ED 110 591.

This is a case study of Washington, D.C.'s "equalization plan" as a solution to the understaffing and overcrowding in an urban school system. A prior investigation of staffing patterns revealed that the poorer neighborhoods were receiving fewer special teachers. Per-pupil expenditures also exhibited the same unequal pattern. The equalization plan called for the reassignment or hiring of special service teachers, an equalization of per-pupil expenditures and the lowering of the teacher/student ratio to 1:22. The results of this plan according to the report are:

> Teachers, principals, administrators, board members, and community leaders all feel that while equalization has resulted in a fairer system, it has not had a significant educational effect. Equalization has secured an approximately equal allocation of teacher dollars from the regular budget to teach elementary school. This is in itself a major achievement: there are few school districts in the United States which can claim such equality.

This report is an example of a citizen group monitoring the implementation of court-mandated education plans.

421. Final Report of the Governor's Commission on Education. Governor's Study Commission on Structure and Governance of Education, Annapolis, Maryland, May 1975. 58 pages. ED 112 710.

This report contains four chapters dealing with: (1) Goals and Philosophy of the Commission, (2) Education in Maryland Today, (3) Recommendations of the Commission, and (4) Additional Recommendations.

Most of this report consists of detailed analysis, descriptions and recommendations on Maryland schools--especially the State-level structures of education policymaking. Generally, it notes that:

> One of the first and most obvious needs of education is a better method of communicating with the public. A second major need is for the structure at the State level to assume a comprehensive view and an interest in more than one segment of education. A third need is to change the structure with the responsibility of making a comprehensive statewide assessment of the progress toward the accomplishment of practical and feasible objectives.

However, there are few specific references to parent/citizen participation, except for the following general mandate for Parent Advisory Councils:

> Parent Advisory Councils in elementary and secondary schools could be created to reconstitute a feeling that the institution or "establishment" does care for the individual. The advisory council in each school would be chosen through a representative process and would be given practical assignments that could include advising the school on the expenditure of funds; advising the principal on the purposes and programs of the school; exploring the need for parent education; and making an annual evaluation and presentation to the local board of education, both in writing and in person.

The bibliography is lengthy and useful.

422. Freeborne, Gerald L. "The Politics of Implementing Educational Change, As Seen From the State Level." Educational Planning 1, No. 3 (1975) pp. 18-26.

From the perspective of his role as Assistant Commissioner for Long-Range Planning in the New York State Department of Education, Freeborne discusses a planning model that links the State's role in effecting change with that of the Federal Government, local district officials, and the public. Implementation of the model is discussed in relation to two specific projects: development and implementation of a "learning effectiveness measure" and of an "instructional evaluation" system.

Freeborne doubts the effectiveness of local district officials and their communities in analyzing needs and implementing change. However, the strategies he proposes in the model might possibly be translated to formulate strategies on the community level.

423. Governor's Citizens' Committee on Education. *Improving Education in Florida: A Report*. Florida State Legislature, Tallahasse, March 1973. 269 pages. ED 078 531.

This document begins with a clarification of the State and local responsibility for education. The main body of the report is given over to committee recommendations covering (1) school programs and services; (2) professional development for board members, school administrators, teachers, and noninstructional personnel; (3) educational improvement through assessment at the State and district levels and by educational research and development; (4) postsecondary education; (5) concepts of funding, capital outlays, compensatory education, migrant education, school transportation, a financial accounting system, and property tax assessment; and (6) governance.

This is a "big" document, about the size and length of a surburban or small-city telephone directory. The first 55 pages are the report itself--a series of 104 committee recommendations. These are summarized in appendix A. The majority of this volume consists of four other appendixes containing background on Florida schools/programs and technical reports around the topics covered in the first 55 pages. Some of the latter contain tables that are quite technical--but in all cases the prose is written in lay person's language and key "fiscal/budgetary" terms are defined and translated.

The basic thrust of the committee's recommendations points toward the *centralization* of *funding* (i.e., more State assumption of educational costs to provide more equitable funding in line with the *Serrano* decision) and *decentralization* of *spending*, from the district to the school-building level. The latter is referred to as "school-centered (as opposed to "district-centered") organization of instruction"--see appendix D, section VI. This would: (1) make school programs and administration more accountable; (2) allow for programs tailored to and recognizing cultural-ethnic pluralism; (3) allow for alternative "public schools of choice"; and (4) increase citizen/parent involvement in their schools. In general, with the exception of racial and ethnic minorities who were found to be systematically underrepresented on school boards, the authors point to the need to increase citizen involvement not at the district, but at the local school level. What follows is a "mini-index" to the topics of most interest to our readers:

Section II, pp. 11-15, "The Community and the School."

Appendix A, a summary of the 104 recommendations.

Appendix D, Section VI, on "school-centered organization of instruction."

pp. 11, 62, a call for State-mandated School Advisory Councils (SAC's).

pp. 31-32, a somewhat vaguer call for community involvement in ongoing evaluation procedures for school administrators.

Appendix D, a call for affirmative action programs (the details of which are to be worked out later) for increasing minority representation on appointed and elected school boards.

pp. 184-5, a call for Parent Advisory Councils (PAC's) mandated to assist in hiring school-building principals and drawing up guidelines for teacher hiring.

pp. 187-8, a proposal for alternative education within the public sector--"parent-choice cluster."

Many of these are recommendations of general principles rather than specific blueprints; none of these is based on research or case study. Having said this, however, this report is recommended in its entirety. It spans the whole gamut of education issues which interest and concern citizens in all States and localities.

424. Hogan, J.C. The Schools, the Courts, and the Public Interest. Lexington, Massachusetts: D.C. Heath, 1974. 261 pages.

This book is a collection of essays written concerning the organization, administration and programs of public schools. It discusses many aspects of public education based on the legal literature, actual court cases, and evidence collected from the social service fields. Topics discussed include: Chapter 1: Introduction--Education and the Public Interest (concepts of educational opportunity, equality, education, and the law); Chapter 2: Changing Conceptions of the Role of the Courts in Education; Chapter 3: Race and Education; Chapter 4: Wealth and Education; Chapter 5: Individual Rights and Cases; Chapter 6: Conclusions (applications, and limitations and a discussion on how the law, the schools and the public interest intersect). The extensive bibliography is broken down into subjects and categories, and lists relevant court cases.

425. Lebaron, W., and Preston, M. "Community Involvement: A Perspective From Teacher Corps." Community Education Journal 4, No. 5 (1975) pp. 53-55.

The authors define and describe the Teacher Corps, a Federal program to strengthen educational opportunities for low-income citizens via improvements in teacher training, and go on to relate the Teacher Corps to community education. In discussing the goals and programs of both community education and the Teacher Corps, the authors lay out the pedagogical, philosophical, and--more interestingly--the administrative rationale for community involvement. They note that many "classical" administrative problems of planning/forecasting/predicting and evaluating are made difficult because no one thinks to ask clients directly--what will you need? will it work? has it worked?

426. Massachusetts State Board of Education. Effectiveness, Efficiency and Equal Opportunity in the Public Schools of Massachusetts. Boston, Massachusetts: Massachusetts Advisory Council on Education, October 1974. 59 pages. ED 097 755.

This report is an excellent source for information on Massachusetts education. It encompasses consolidation and regionalism, regional education centers and collaboratives, vocational education, citizen involvement, and finance reform. Recommendations are given in each area of concern. For example, in the area of citizen involvement, it suggests that:

(1) Roles and powers of participants in decisionmaking be defined clearly.

(2) Adequate resources and information be given to participants.

(3) Viewpoints of all relevant participants be solicited and considered in decisionmaking.

Pages 41-45 contain a summary. The appendix contains a list of selected regional school districts in Massachusetts.

427. Mauch, James E. "Breaking Tradition Forges School-Community Ties." Phi Delta Kappan 50, No. 5 (1969) pp. 270-74.

Mauch, who formerly headed the administration of Title I of the Elementary and Secondary Education Act of 1965 in the Office of Education, describes the full range of Title I programs in compensatory education and community involvement. The article does not deal directly with the issue of community control, but does emphasize the crucial need for parental involvement in the education of children--especially in low-income black areas.

428. Moffatt, Linda C. State Policymaking for the Public Schools of Colorado. Columbus, Ohio: Ohio State University, Educational Governance Project, February 1974. 80 pages. ED 087 133.

This is a definitive review of State legislation on the education system of Colorado. Section one contains a political treatise of the formation of government in Colorado. Section two reviews the structure of government and the role of the Legislature and the Governor. Section three covers education issues such as school finance, school desegregation, certification and program improvement area. The State role in educational policymaking is discussed in section IV, and section V contains the summary.

The report concludes that:

> . . . the educational policymaking process in Colorado appears to be in a state of transition. New patterns of communication are in the process of being developed, and new roles are being played by some of the State's educational policymakers.

429. New York State. Report of the New York State Commission on the Quality, Cost, and Financing of Elementary and Secondary Education, vol. 3, Manly Fleischmann, Chairman. New York: New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, 1972.

Volume three of this huge study, known widely as "The Fleischmann Report," discusses questions concerning governance, New York City's special situation, and policy toward educators. The study as a whole discusses the need for financial equity in paying for the schools and more equal distribution of education monies and resources. In terms of governance, the report urges greater centralization and standardization in the areas of overall financing, collective bargaining, licensing of teachers, and overall guidelines and otherwise increased decentralization, with an emphasis on parent advisory councils for individual schools. The report quite clearly states that the benefits gained from increased parent and student participation in the governance of their schools are worth any cumbersome channels of accountability necessary. The report's central point is that State assumption of certain overall responsibilities will free local schools to develop the kind of participation necessary for healthier education. The report emphasizes the close relationship of principal and parents' council as a key to further progress.

430. Parent Involvement in Compensatory Education Programs. Research memorandum prepared for the Office of Planning, Budgeting, and Evaluation, United States Office of Education. Palo Alto, California: Educational Policy Research Center, Stanford Research Institute, 1973.

The first paragraph of this excellent paper (prepared by Miriam Stearns and Susan Peterson) reviews the research on parental participation in compensatory education programs and proposes several theoretical models for defining and understanding the parent participation process. The move toward parent involvement was the combined result of the "maximum feasible participation" mandate and the recognition that the home environment was a critical factor in the child's ability to learn. Four programs are reviewed by the authors--Right to Read, ESEA Title I, Follow Through, and the Bilingual/Bicultural Program.

In spite of the lack of good research on the topic, the authors conclude that parent involvement is an important element of compensatory programs. They state three basic roles of parent involvement: (1) parents as home tutors for their own children, (2) parents as paid school staff (paraprofessionals), and (3) parents as advisors and decisionmakers. In all of the above programs, most emphasis was placed on the role of "parent as decisionmaker." And in all the programs, some evidence on "input-output" measures showed that parent participation did increase children's achievement. However, such findings are tempered by the sobering fact that compensatory programs, in general, have shown very limited results. The authors delineate four models for the basic philosophy behind compensatory programs: (1) the environmental deficit model, (2) the school-as-failure model, (3) the social/structural change model, and (4) the cultural differences model. They discuss the four programs in terms of these several philosophies.

Models are also presented, as well as evidence from studies, for the processes involved in the parent-input---achievement-output interaction. Among the ideas forwarded are the following factors affecting children's performance: increased motivation, skill acquisition, parental confidence, program changes in the schools, and parent fate control. The authors discuss why the compensatory programs have not succeeded as much as had been hoped, and call for further research and mutual understanding between school officials and the community.

The second part, written by Meredith Robinson and Thomas Thomas, discusses policy questions and implications and makes specific recommendations about the Federal role.

431. Parmenter, Tom. Power to the People Through Title I? Maybe. Inequality in Education, No. 6. Cambridge, Massachusetts: Center for Law and Education, Harvard University.

Two studies of Title I-related community organizations are presented in this article. The people of the small rural community of Calais, Maine, and the city of Providence, Rhode Island, are both organizing over the issue of poor administration of Title I funds.

As much of the article deals with the role of the lawyer in community organization and action, it raises many questions about the correct amount and type of legal involvement in community affairs.

432. Recruitment Leadership and Training Institute. Community Parity in Federally Funded Programs, position paper. Washington, D.C.: Government Printing Office, June 1972.

This paper of the Institute, chaired by Bernard Watson of Temple University, presents a cogently argued position for more active community participation in local educational policymaking. The authors call upon the United States Office of Education to take the leadership in planning and financing local programs in order to offset the unevenly distributed power and quality in education between rich and poor areas. The present educational bureaucracy has consistently undermined or ignored parent-proposed improvements in the schools: the lack of accountability and the defensiveness of the professionals have made the education system a monopoly that is insensitive to the laws of supply and demand and the needs of the public it serves.

The paper enumerates detailed possibilities for increased parity in educational programs and community involvement. Federal funds for planning, organizing, and executing programs to promote parity are demanded of the Office of Education. Specifics include: a 5-year funding period, parent and citizen employment, reimbursement of expenses incurred by citizen participants, 50-percent parent representation on community boards, and communication and coordination with other agencies. Discussions of the theories of Fantini, Havighurst, and Janowitz are presented, as well as various current and possible models of community participation. Of the two alternatives, functional community participation and functional community control, the paper seems to favor real control.

433. Riles, Wilson C. The Urban Education Task Force Report: Final Report of the Task Force on Urban Education to the Department of Health, Education, and Welfare. Praeger Special Studies in United States Economic and Social Development. New York: Praeger, 1970.

This report, commissioned by then-HEW Secretary Robert Finch in 1969 and completed in early 1970, is a well-documented, up-to-date indictment of the current dilapidated state of urban education. However, it is a constructive criticism in that it contains a plan for the rehabilitation of urban education systems developed by the 59 authorities who collaborated on the project.

Increased citizen participation is an essential aspect of that plan. The task force believed that without the participation of the people, no effective educational change would be possible, and this premise they incorporated into their report. The degree of participation, however, is not determined, allowing for variation ranging from mere participation to absolute control. The reader interested in popular involvement in education should refer to the last section of chapter 8 and the beginning of chapter 9. The entire report is significant for all concerned about urban education.

434. Sanford, Terry. But What About the People? New York: Harper & Row, 1966.

This book is a description by the former governor of North Carolina of his 1961-64 drive to vastly improve the total school system of the State. Citizen participation was not one of the principles on which Sanford's school improvement plan was built, but he writes of the need for enthusiastic support and participation by parents and students to make his program work. He sees students as especially important; students who want better education will work for it if they feel something could come of their efforts, and they can be very effective and convincing.

The greatest degree of local participation came in setting up programs for poor, educationally disadvantaged children. Community leaders in each county were invited to determine their own particular poverty problems and propose solutions. Local leaders submitted comprehensive programs which demonstrated their "initiative, originality, and concern." They included such items as: a preschool program, with daycare for working mothers; a "family unit" program aimed at solving home problems while children attended a special elementary program; day and summer camps for year-round instruction; vocational education from 6th grade; training programs for unemployed teens; a large number of programs aimed at potential dropouts; helping to improve economic conditions of children's families; using school structures to operate neighborhood centers for instruction in health, birth control, etc.

Local leaders learned that the beneficiaries of these projects were excellent consultants, and they were brought in on advisory and governing boards in every project. The book will be of interest to citizens concerned about school reform.

435. White, Burton L. "Making Sense Out of Educational Priorities." Cambridge, Massachusetts: Harvard University, Laboratory of Human Development, 1973. 6 pages. ED 085 087.

This document notes that Federal Government programs of compensatory education, e.g., Head Start, have not been very effective in "heading off educational underachievement." Arguing that if a child is six months behind in language skills by the age of three, he or she may never catch up, the author concludes that in the future such programs as Head Start should pay more attention to the role of the family.

436. Wilklow, Leighton B. "Laws, Programs, and Progress in School District Reorganization." Clearinghouse 42, No. 1 (1967) pp. 49-53.

This article summarizes by State, selected laws, programs, and progress as of 1967 relating to redistricting through State laws, in an effort to eliminate unmanageable organization in school districts.

437. Yin, Robert K.; Lucas, William A.; Szanton, Peter L.; and Spindler, J. Andrew. Citizen Organizations: Increasing Client Control Over Services. Washington, D.C.: Rand Corporation, 1973.

This paper, prepared for the Department of Health, Education, and Welfare, studies the problem of effective citizen participation and control in service organizations funded by HEW. In 1971, Secretary Richardson ordered a study of methods to devolve greater measures of power for citizens to reduce the feeling of alienation from government and to improve the effectiveness of HEW programs. The final recommendations of this study propose a new structure for citizen participation: service-linked citizen organizations with elected members, formal authority to effect change, sufficient resources, and authority over budgets.

Several areas directly related to education are discussed, and the authors suggest increased parent authority over money, personnel, and programs in local educational institutions. The report proposes formation of local parent advisory councils with expanded authority in the administration of both Title I funds and programs and the education revenue-sharing bill of 1971. The report is useful and significant, particularly for those interested in the role of Federal agencies in encouraging citizen participation.

438. Zusman, R. "Parent Involvement in Title I Programs." Integrated Education 12, No. 5 (1974) pp. 19-20.

Zusman quotes and explains the general implications of a 1971 U.S. Office of Education regulations, mandating parent involvement in ESEA Title I programs. The author discusses some of the processes/institutions compatible with that regulation. Parents can become involved as members of advisory councils, as monitors of Title I programs, and as school/community liaison personnel.

DISSERTATIONS

Brown, L. Wayne. *A Study of Head Start Parent Participation Activities in the United States in Cities with Population Between 100,000 and 200,000.* 32A:2899.

Jacobs, Sylvia Helen. *Parent Involvement in Project Head Start.* 31A:1649.

Jones, Gary Edmond. *An Investigation of Title I, ESEA Parent Councils in the State of Indiana.* 33A:5972.

Lewis, Cornell Theodore. *A Study of Various Factors in Head Start and Title I Programs in Twenty School Districts.* 32A:129.

Trotter, George Seaton. *An Examination of the Difficulties Encountered in Implementing Local Advisory Committees for Title I, Elementary and Secondary Education Act Programs.* 32A: 1929.

Weisberg, Alan Philip. *Community Participation in Decision-Making for a Federal Compensatory Education Program.* 33A:3976.

Wettergren, David Lee. *An Analysis of Selected State Legislation that Has Encouraged School District Reorganization.* 31A:5103.

Willimen, Betty Jean. *The Influence of Parent Participation and Involvement on the Achievement of Pupils Attending the Leon County Head Start Program as Measured by a Reading Readiness Test.* 28A:1638.

CHAPTER 8

PUBLIC OPINION POLLS AND SURVEYS

The range of topics and issues dealt with in the selections in this chapter parallels chapter 1 and potentially overlaps with almost any other chapter. The difference is one of genre. All of the selections below are the published results of either public opinion polls or survey research. They reveal the range of attitudes among both school professionals and lay people on a wide variety of topics. Some of the works listed in other chapters either contain attitude surveys as part of a more general research design, or focus on attitudes of a select population on a specific topic. These can be found by consulting the Topical Index under: "Opinion, surveys of."

439. Cass, James. "Love/Hate Story." Saturday Review, 9 March 1974.

This is an editorial explaining the love/hate relationship between the public and the schools. The author discusses the "Gallup Poll of Attitudes Towards Education," done from 1963-1973, and comments that it shows a sense of public disenchantment with education. He concludes by saying that the Gallup Poll is very important for understanding the problem and further it provides (in the final chapter) a do-it-yourself direction manual for administrators or citizen groups who would like to explore local attitudes.

440. Gallup, George H. "Eight Annual Gallup Poll Public Attitudes towards the Public Schools." Phi Delta Kappan, October 1976.

In this latest published result of the annual poll, Gallup reports: increased parental concern over a perceived decline in educational standards; an emphasis on cutting the costs of public education; and increased calls for basic skills, career education, and moral education. The poll also revealed increased feelings of parental responsibility for children's education: 59 percent felt that the decline of academic achievement was attributable to less parental concern; 77 percent reacted positively to the idea of public school courses to help parents to reinforce their children's education; and, 90 percent expressed a willingness to serve on citizens' advisory committees.

441. Gottenfeld, Harry. "Educational Issues in a Low-Income Area as Seen by Community People and Educators." Phi Delta Kappan 52, No. 6 (1971) pp. 366-368.

A survey of community members and school officials and teachers reveals interesting differences in educational priorities and beliefs in the Lower East Side of New York City. Gottenfeld's major findings include: (1) militant parents who espouse community control will have difficulty winning over educators unless they also emphasize other innovative programs and professional involvement, (2) residents who become actively involved in school affairs often change their viewpoints, and (3) poorly educated parents will be less favorable to innovation and tend to emphasize strict, traditional practices.

442. Gross, Neal. Who Runs Our Schools? New York: John Wiley and Sons, 1958.

Because the author believes that superintendents and school board members run our schools, he concentrates on presenting the research findings about these two groups and how they feel about their jobs, according to an extensive opinion survey of half the superintendents and school board members in Massachusetts in the academic year 1952-53.

Chapter headings are in the form of explicit, rhetorical questions (e.g., "Who blocks the public schools?" "Who supports the public schools?") which accurately reflect the subject matter dealt with in their respective sections, always as seen through the eyes of the respondents. Since questions such as the two cited above must of necessity elicit answers involving community members and organizations, the book is tangentially related to citizen participation, but at no point is this consideration the primary focus of the material. While the author's caution to the reader regarding the error of generalizing the results of the study as applicable to superintendents and school board members everywhere is correct, the book nevertheless serves as informative background material to any lay person concerned with the opinions of these two vital components of the education establishment.

443. Kennedy, Joseph C. "Big City Schools in America: The Views of Superintendents and School Board Presidents." Washington, D.C.: Battle (Mark) Associates, Inc., President's Commission on School Finance, 1971. 66 pages. ED 058 493.

This report surveys the views of superintendents and board presidents of 25 major big cities. The topics include: budgets and finance; distribution; governance; special inner-city issues; educational innovations; nonpublic schools; some courses of actions and conclusions.

The view of the sample in regard to citizen involvement is:

> Decisions about the child should be made nearest the child. Big city school systems should move toward greater decentralization; teachers should be held most accountable and judgments about student achievement and promotions should be based on locally-determined norms or standards. There should be community involvement and participation, but not community control of the school .

Kennedy emphasizes that there should be options available to allow for children to receive different types of education. Parents should be allowed to choose among alternatives. He concludes by urging the development of community schools:

> The community school, in addition to providing instruction for its students would serve as a focal point for all community services . . . health, adult education, welfare, recreation, etc. The community school concept embodies greater citizen participation and involvement in all the affairs of the community including greater involvement in the education process.

444. Mann, Dale. "Public Understanding and Educational Decision Making." Education Administration Quarterly, Spring 1974.

Mann describes the results of various polls showing that--especially in urban areas--the large majority of citizens are woefully lacking in knowledge and information concerning both local schools and education itself. After surveying several standard explanations for this gap, all of which seem to place the blame on the citizens themselves, the author suggests that both this low level of information and the sporadic, ad hoc nature of citizen participation is due to the institutional nature of educational decisionmaking. The absence of separation of powers, of checks and balances, of conflicts and electoral contest means that there is no "political," public activity on the part of educational elites which can inform and mobilize public opinion on education issues.

445. Naslund, R.A. and Brown, C.M. "School and the Community." Review of Educational Research 28 (1958) pp. 16-28.

This article deals more with attitudes in community school relations, demographic factors, and differences in degree (and to a lesser extent, kind) of citizen involvement in education. The section on school-community interaction is useful.

446. O'Reilly, Robert C., and Sherican, Thomas M. "An Analysis of the Public Attitudes Toward the Financing of Public Education as Reported in the Gallup Poll of Attitudes Toward Education, 1969-1974." 1975. 13 pages. ED 105 613.

Public attitudes toward financing public education from State and Federal sources, voucher systems, and value-added taxes are analyzed using resonses from the Gallup polls, 1969 to 1974. The authors show that the public became increasingly unwilling to support any increases in public expenditures on schools.

447. The People Look At Their School Boards: Research Report 1975-1. National School Boards Association, 1975. 48 pages. Available from the Director of Research, National School Boards Association, 800 State National Bank Plaza, P.O. Box 1496, Evanston, Illinois 60204. Single copy, $2.50. Discounts on quantity orders.

NSBA's report on a nationwide poll reveals relatively low levels of public knowledge about and support of their school boards. Its five chapters summarize the data on levels of knowledge about school boards, their members, their authority and activities, and public perceptions, favorable/unfavorable, of school boards' effectiveness. Scholars should read the fifth chapter, "Do Portions of the Public Differ From Each Other in Their View of School Boards?" (The answer is "yes.") Residents of small communities had more knowledge and more favorable attitudes toward their school boards. The same hold true for residents of districts with elected rather than appointed school boards. A Technical Appendix contains the research design and a sample questionnaire.

448. Rope, Frederick T. *Opinion Conflict and School Support*. New York: Bureau of Publications, Teachers College, Columbia University, 1941.

Rope, while not concerned with citizen participation per se, discusses a phenomenon (public opinion) that is inextricably linked to popular participation and attempts to relate that phenomenon empirically to education. The book is a scholarly tome that is both thoughtful and provocative in its thorough analysis of the perceived and actual role of public opinion in education and how to go about gauging that role. It is not recommended for lay people interested in a project entailing citizen participation, but rather for the individual concerned with philosophical considerations surrounding the relationship of public opinion to education, or to the pollster desirous of quantifying that relationship.

449. Rosen, Marvin M. "Community Opinion Polling and the Schools: A Case Study of the South St. Paul Community School Opinion Survey." Unpublished Ed. D. dissertation, University of Minnesota, 1974.

Rosen sought to determine the influence, if any, of a school community survey on the decisionmaking process of that community's school board. School board members indicated that they were more influenced when a community member referred to the survey than when an administrator or teacher did.

450. Spears, Harold. "Kappans Ponder Racial Issues in Education." *Phi Delta Kappan* 54, No. 4 (1972) pp. 244-46.

A random sample of over 1,000 Phi Delta Kappans were asked to complete questionnaires concerning their opinions on racial issues in education. The major findings include: (1) 70 percent disagree with the merging of entire metropolitan areas in one administrative unit; (2) 80 percent believe that it is more important to upgrade neighborhood schools than to bus; (3) 77 percent disagree that improving quality education for minority children requires achieving racial balance in the classroom; (4) 65 percent agree that a child's learning ability is determined more by environment than genetic heritage; and (5) 54 percent agree that more money must be spent for educationally or culturally handicapped children than for others.

451. Wilder, David E. et al. *Actual and Perceived Consensus on Educational Goals*

Between School and Community. Final Report: Vols. 1 and 2. New York: Bureau of Applied Social Research, Columbia University, 1968. ED 092 303.

Based on interview response data collected in 1965 in 11 representative New Jersey communities, a social integration study sought to determine the extent of consensus regarding educational goals as perceived by parents, teachers, and students. Communities were selected to permit comparisons with respect to size, relative isolation, growth rate, socioeconomic composition, and racial composition. Respondents included 1,392 mothers of two 1st-grade and two 5th-grade classes in each elementary school and two 10-grade English classes in each high school, 518 students (97%) of the 10th-grade English classes, principals of all 20 subject schools, and 283 teachers (99%) of all 1st through 6th grades and of all high school English classes. Extensive findings, primarily in the form of percentages, are discussed in the following major sections: (1) the goals of education: preferences and perceptions of mothers, teachers, and students; (2) teaching styles: professional role definitions and the preferences and perceptions of mothers and students; (3) the extent and consequence of observability in school systems; (4) socialization, achievement, and alienation from the school; (5) mother-child consensus on educational plans; and (6) role strain, alienation, and deviant behavior among high school students. Copies of survey instruments are appended. (Annotation by ERIC.)

DISSERTATIONS

Amick, Richard Lee. *Public Perceptions of the Tasks of a Suburban Middle and High School*. 31A:5053.

Bahle, Douglas. *A Study of Responses and Recommendations from Inner-City Residents and Educators for Improving Communication Between School and Community*. 35/8A:4887A.

Benton, Walter. *Community Attitudes Toward Education as They Relate to Demands Upon the Board of Education and to Local Financial Support for Education*. 35/2A:737.

Deberry, Clyde Edward. *A Study of Attitudes Toward Equal Educational Opportunities and of Community Decision-Making*. 28A:2135.

Dickson, Sydney. *A Study of the Views of Teachers and Views of Parents Toward Parent Participation in Public Schools*. 27/01A:121.

Harris, Johnie. *An Investigation of Teachers' Perceptions of the Principal's Leadership Role and Parental Attitudes in Respect to School-Community Conflict*. 34/5A:2210.

Sewell, Doris S. *The Relationship Between the Organizational Climate of Elementary Schools and Parents' Attitudes Toward Education*. 34/11A:6921.

Webb, Duane. *A Survey of Community Opinions on Selected Educational Issues in Colorado Weld County School District*. 35/2A:733.

Yocum, Frederic W. *The Perceptions of Citizens' Groups and Superintendents Concerning the Development and Influence of Community Organizations in Selected Pennsylvania Public Schools*. 37/01A:93.

SECTION III

MODES OF CITIZEN PARTICIPATION

The next four chapters deal with various modes or avenues of citizen participation: community control, councils, and child advocacy. By "modes" we mean institutions like community school boards or school councils which not only involve more citizens in school affairs but may also effect change in the locus of decisionmaking for public schools. Child advocacy describes a citizen-initiated activity rather than an institution. However, the use of Federal and State program guidelines, child protection laws, and legal precedents such as due process, represent ways for citizens to ensure the responsiveness of their schools.

CHAPTER 9

COMMUNITY CONTROL AND SCHOOL DECENTRALIZATION

This is one of the longest chapters of this bibliography. Its length is evidence of the longstanding and continuing controversy over community control.

While we recognize that there are profound differences between community control--a political reform designed to restructure decisionmaking authority, and school decentralization--an administrative reform, it was not possible to separate the literature along these lines. The first section of this chapter contains selections which attempt to clear up this confusion as well as a representative sample of opinions reflecting the controversy over community control.

A. The Controversy over Community Control

452. Altshuler, Alan. *Community Control: The Black Demand for Participation in Large American Cities*. New York: Pegasus, 1970.

First of a series on the demand and need for greater citizen participation in American cities, *Community Control* focuses on the black community. Active citizen participation is seen as providing a base for long-term reform responsible not necessarily for quantifiable achievement but for transforming spirits and attitudes, which, in turn, affect achievement. Citizen participation is seen as enhancing the legitimacy of the system by giving citizens a tangible stake in the system. Education is not singled out for discussion; however, the many concrete examples make this one of the most useful and readable books on urban community control.

453. Anrig, Gregory R. "Decentralization Controversy: Some Relatively Objective Views." *American Education* 5 (1969) pp. 2-3.

The author points out that decentralization is not a panacea, then lists several issues where decentralization poses difficulties: racial integration, limited tax base, metropolitanism, and teacher militancy. He recommends a series of steps that should be taken in any community prior to embarking headlong into decentralization. All these recommendations involve careful planning and consideration to precede the implementation of a decentralized system.

454. Berry, Gordon L. "Education in the Inner City Schools: The Community Challenge." *Journal of Black Studies* 3, No. 3 (1973) pp. 315-28.

Gordon states that two problems facing urban schools are (1) how to offer productive education programs for a constantly changing student population, and (2) how to broaden the base of community participation. To evaluate the conditions behind current population patterns in schools, the author draws on research and discusses the composition of disadvantaged groups in urban centers, with particular emphasis on racial segregation. The author believes that the concept of "racial or ethnic power" generated the idea of "community control of schools," emerging from existing segregation. A brief overview of racial segregation in the U.S. is offered in illustration.

The author believes that, as a result of the aforementioned data, the urban poor are now demanding the chance to participate in school decisionmaking. He notes that one response has been the move to decentralization, but points out the differences between the concept and the idea of community control. While not coming out in favor of either concept, he emphasizes that the educator must improve school-community relationships, developing strategies for dealing with all parties towards the ultimate goal of improving the welfare of the students.

455. Berger, Michael L. "Community Control of Schools: The Rural Precedent." Contemporary Education 43, No. 6 (1972) pp. 309-13.

Berger traces the antecedents of current movements for the community control of schools back to the 1920's rural movement for consolidating schools, noting the similarity of the theoretical underpinnings of the movement in the 1920's and those now current.

456. Berube, Maurice R. "Educational Achievement and Community Control." In Community Issues 1, No. 1. Flushing, New York: Institute for Community Studies, Queens College, 1968.

Maurice Berube, staff associate and publications director of the Institute for Community Studies, argues strongly for community control of schools. The conclusions of the Coleman Report--that pupil and teacher attitudes are the critical factors in educational achievement--form the basis of Berube's discussion. He feels that the most important immediate benefit of locally-controlled schools will be the improvement of the children's self-images and the teachers' attitudes and expectations. Berube also explains the administrative advantages of local control in large cities and counters the critics' argument that decentralization and community control will cause further segregation in society. The only empirical evidence offered is a study of Greeley and Rossi on the beneficial effects on achievement of ethnicity in Catholic schools; Berube extends their conclusions to the achievement of black schoolchildren in black-controlled schools.

457. Billings, Charles E. "Community Control of the School and the Quest for Power." Phi Delta Kappan 53, No. 5 (1972) pp. 277-78.

Billings attempts to remove the obscuring rhetoric from the issue of community control of schools, concluding that not education, but politics, is the main controversy. Describing why the schools, as important and visible urban institutions, are the focus of black people's drive for increased political power in the inner-city, he analyzes the segregational philosophies and actions of the whites, who are fleeing the cities as the blacks move in, and calls the suburbs "bastions of racism." The real issues at stake, as he sees it--political and economic power--are not new, but "as old as the republic."

458. Bourgeois, A. Donald. "Community Control and Urban Conflict." Theory into Practice 8 (1969) pp. 243-46.

The author favors community control as a means of combatting the pervasive sense of powerlessness in many sectors of our cities and the anxiety, if not despair, concerning the capacity of a city's systems to ever operate effectively. Community control would bring about improvement through the imposition of accountability. He believes, however, that for decentralized control to succeed, we must know more about the interdependence of governing units; otherwise faculty control over community control mechanisms will be adopted. Also discussed are block grants, advisory committees (viewed as an anodyne), and community development corporations.

459. Brownell, Samuel M. "Desirable Characteristics of Decentralized School Systems." Phi Delta Kappan 52, No. 5 (1971) pp. 286-88.

Samuel Brownell, of Yale University, outlines the characteristics of a decentralized city school system and follows the hierarchy of authority from the teacher, to the principal, to the local subdistrict, to the city-wide district. Among the advantages offered by such decentralization are greater citizen participation in school policy and activities and encouragement of innovative programs. Brownell is emphatic, however, about the need for integrated schools and subdistricts--even if that means that the school subdistrict does not serve one local community area.

460. Calvo, Robert C. "Issues and Problems in Decentralization." Clearinghouse 46, No. 9 (1972) pp. 540-52.

Calvo discusses the meaning of decentralization, arguments for and against it, and the political environment for current attempts to decentralize or to block decentralization.

461. "Can Parents Run the School?" Yale Reports, No. 472. 14 April 1968. Unpublished text of radio program.

This report consists of a moderated panel discussion regarding the movement for community control. The participants were Fred Hechinger, Education Editor of the New York Times; Orville Sweeting, Assistant Director of the Office of Teacher Training at Yale; and Joel Fleishman, Associate Provost for Urban Studies and Programs at Yale. The thoughtful discussion covers favorably a multitude of aspects of the community school, including reasons for decentralization, the role of the Office of Education, and the ideal size of a community school.

462. Cohen, David K. "The Price of Community School Control." Commentary 48, No. 1 (1969) pp. 23-32.

Cohen first states and analyzes three assumptions behind the abandonment of the traditional liberal approaches to school reform in favor of decentralization and community control. He concludes that these approaches cannot be said to have failed; rather the failure of reform lies in the absence of operational political strategies to unite whites and blacks behind programs to improve the relative status of black children. On this basis, Cohen proceeds to a forceful analysis of the political framework for decentralization or community control. Criticisms, with Cohen's replies, appear in the September 1969 (pp. 4-10) and November 1969 (pp. 12-20) issues of Commentary.

463. Cunningham, Luvern L. "Decentralization: A Forward Step?" Nation's Schools 83 (1969) pp. 61-64.

While accepting the increase of community control and decentralization and explaining the genesis of both, Cunningham cautions that the two phenomena should not be confused, that they are separate issues, and that they are not inextricably linked to one another. The author is not convinced of the benefits of decentralization, but feels that sociological forces compel its adoption and that its various aspects must be studied carefully.

464. Elazar, Daniel J. "School Decentralization in the Context of Community Control: Some Neglected Considerations." Phylon 6, No. 4 (1975) pp. 385-94.

Although it contains no factual information,this is a thought-provoking article. It reads like an extended editorial rather than a social scientific treatise. The author begins by arguing, with reference to suburban schools, that community control is neither new nor unique to minority urban neighborhoods. Secondly, proponents of community control are asked to consider the following questions: What are its implications for desegregation? What resources (money and authority) as opposed to functions can communities actually control? Finally, what is a "community"--a geographic area or a "natural" neighborhood tied together by ethnicity, shared interests? With respect to the last, the author points out that "freedom of choice schools," called for on the same principles that justify community control, may actually further fragment urban neighborhoods.

465. "The Failure of 'Community Control.'" Council for Basic Education Bulletin 13 (1968) pp. 1-5.

The article denounces community control for a variety of reasons, including the increased parochialism that would ensue, the lack of competence on the part of parents to deal with complex school problems, the danger that community-control inspired "relevance" poses to a sound curriculum, and the negative influences exerted by the disproportionate number of extremists involved in the community movement's ranks.

466. Fantini, Mario D. "Implementing Equal Educational Opportunity." Harvard Educational Review 38, No. 1 (1968) pp. 160-75.

Analyzing the various intervention alternatives for the educational crisis, Fantini makes the case for community control and decentralization. One point of particular note is his perception of the black-power separatist aspects of decentralization as the necessary preconditions for genuine integration. White and black, he believes, can only truly connect in the context of quality education on a basis of parity.

The author remains one of the best proponents of community participation and decentralized governance. His analysis of the pitfalls involved in compensatory education, model subsystems, desegregation, and parallel alternative systems has been largely confirmed in the ten years since he wrote the article.

467. Fantini, Mario D. "Participation, Decentralization, Community Control, and Quality Education." Teachers College Record 71 (1969) pp. 93-107.

This defense of community participation points out its trial-and-error nature and answers arguments raised against it. It offers both psychological and philosophical justifications and elements of a practical implementation, and it examines differences between traditional schools and community participatory schools, where the same kind of measures are involved. References to specific schools and cases are helpful.

468. Fantini, Mario; Gittell, Marilyn; and Magat, Richard. Community Control and the Urban School. New York: Praeger, 1970.

The authors' main purpose in this very useful book is to provide an introductory overview of the theory and history of the community control movement in education, with emphasis on the predominantly black inner-city school. The development of the "community control" concept is traced from the new black consciousness, born of the civil rights movement in the 1960's, and the failure of attempts at educational reform--most notably integration of schools and compensatory education.

The book consists of eight chapters, each surveying a different aspect of community control. Chapter 1, "The Crisis in the Schools," sets the historical background by analyzing the failure of various integration plans adopted in New York City between 1954 and 1966. Chapter 2, "Alternatives to School Reform," examines the various concepts of compensatory education, integration, model subsystems, and parallel systems. Chapter 3, "School Governance and Policy Making," discusses who really governs in an urban school system. Chapter 4, "The Community and the Schools," analyzes the community school concept, with case studies of Flint, Michigan; New Haven, Connecticut; Leonard Covello's work at Benjamin Franklin High School in New York in the 1910's and 1920's; the education-park concept of the 1960's; and the newest community school proposals, including the Morgan Community School in Washington, D.C. Chapter 5, "The Bundy Report," surveys the background of that report and discusses its recommendations. Chapter 6, "New York--Crucible for Community Control," deals with the three demonstration districts and the controversy of 1968. Chapter 7, "Participation and Quality Education," describes how community control opens the way to better education. Finally, chapter 8, "The Community Control Concept," lists the effects of the movement, draws lessons from the New York City conflict, and details other present trends toward participation both in education and in other fields.

Despite the failures and setbacks that accompanied past attempts at community control of local schools, the authors insist on the worth of the experiments and the merit of community-control theory. Parent and citizen participation--in such forms as locally elected school boards, community meetings, and inschool service by parents--is seen as a crucial factor in quality education in the urban school. The authors strongly believe that those concerned about the education of their children must counteract the centralized city school systems, which, intentionally or not, often pursue policies and practices inimical or indifferent to the needs and interests of minority, ethnic, and geographic groups. Children must be provided with a familiar and friendly environment in which their deficiencies are recognized and remedied and their differences are recognized and respected. The authors are encouraged that the current trend is toward further citizen participation and control and provide helpful insights and advice for avoiding the mistakes of the past.

469. Featherstone, R.L. and Hill, Frederick W. "Urban School Decentralization." American School and University 41.
Part 1: "The Bundy Report--What It Really Means." (October 1968) pp.44-48.
Part 2: "Centralization vs. Decentralization: Pros and Cons." (December 1968) pp. 56-59.
Part 3: "The Questions That Need To Be Answered If Decentralization Is To Succeed." (February 1969) pp. 46-48.
Part 4: "Two Models for Decentralized Districts." (April 1969) pp. 46-48.
Part 5: "Model and Future Possibilities." (September 1969) pp. 62-66.

This is a well-written overview of urban school decentralization. Part 5 presents the authors' own model of an organizational structure, including elements of both centralization and decentralization.

470. Fein, Leonard J. The Ecology of Public Schools: An Inquiry into Community Control. New York: Pegasus, 1976.

This is an argument for community control by a traditional "liberal" who has despaired of the traditional integrationist approach to the solution of the problems of minority schoolchildren.

He notes, first, the failure of desegregation to make any significant headway between 1954 and 1971. Secondly, he exposes the implicit racism in pro-integration philosophies: implicit in the assumption that "...only through integration could the educational failures of black children be repaired" was the premise that "...when you mix Negroes with Negroes, you get stupidity." Consequently, Fein argues for community control as a way for blacks to acquire schooling which will both teach basic survival skills and repair the damage done to black ethnic cohesion, pride, and identity. He sees as a precedent the existence of Catholic and Jewish parochial schools as vehicles of both instruction and cultural identity.

He concludes by calling for a government-supported system of black "parochial" schools which will coexist with traditional public schools and will offer black parents a choice of schooling for their children.

471. Gittell, Marilyn. "The Balance of Power and the Community School." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Marilyn Gittell, founder of the Queens College Institute for Community Studies, and one of the leading advocates of the community-control movement, studies the problem from the viewpoint of power politics. Faced with a bureaucracy of professionals who exclude other participants from policymaking in the city school systems, black communities have called for local control as an attempt to gain a new balance of power. The movement is necessarily political, for ethnic solidarity is the only leverage the black population has to win its demands of the prevailing establishment which controls their children's schools.

The author outlines the type of legislation that should be enacted in order for real reform to begin in the urban schools, claiming that if local communities are denied genuine control, little progress will be made. She discusses the areas of personnel, districting, budget, and the selection of the local school board, as well as the relationships between local districts, the city, the State, and professional organizations. However, the involvement of the local parents and citizens must go beyond the election of a board of education. Full citizen participation in the schools requires training and organizing efforts.

472. Gittell, Marilyn. "Community Control of Education." In Urban Riots: Violence and Social Change, Robert H. Connery, ed. Proceedings of the Academy of Political Science, Vol. 20, No. 1. New York, 1968.

Gittell's article is a persuasive, well-written, and clear advocacy of community control of education. The author begins by stating her conviction that "educational systems must be a vital component to constructive adjustment of urban institutions" if we are to reform our social structure and meet the new challenges of society. She feels that urban public education systems have reached a state of paralysis and that one way to combat this stagnation is to involve community members in the administration of schools. She warns, however, that for such community control to be effective there must be local control over key policy decisions in four major areas: personnel, budget, curriculum, and public policy. After citing three demonstration projects established in New York in July 1967, Gittell examines the Bundy Plan; she then concludes her essay by scoring the various objections that have been raised with respect to community control: lack of professionalism, parochialism, and the lack of qualifications of community people.

473. Gittell, Marilyn. "Expanding Public Participation in Urban Education." American Association of University Women Journal 61, No. 4 (1968) pp. 167, 187-89.

The author states the case for citizen participation in education. Beginning with a general description of the isolated professional control that characterizes contemporary education, she then gives a useful summary of her own research in the subject, particularly that published in Participants and Participation. The author closes with a call, first, for decentralization of the system to diminish bureaucratic power and control and, second, for the development of new mechanisms to ensure greater community participation in public education policymaking. In this brief article, Gittell makes an exceptionally effective presentation of her case.

474. Gittell, Marilyn. "The Community School in the Nation." In Community Issues 5, No. 1. Flushing, New York: Institute for Community Studies, Columbia University.

Gittell reviews the status of the "community-controlled school" in theory and practice in early 1970. A brief discussion of the purposes and hopes of decentralization and community control is followed by reports on several ongoing programs. The New York City demonstration districts are discussed, as well as programs in Detroit, Washington, D.C., and Dayton, Ohio. The author also reviews community participation in several experimental suburban school systems and private alternative schools and paralleled systems. The monograph also includes a list, with brief descriptions, of community schools and systems.

475. Gittell, Marilyn. "Saving City Schools." National Civic Review 57, No. 1 (1968) pp. 21-26.

Gittell discusses the need for decentralization and a wider role for the public in the formulation of educational policy. Noting the need for power as a part of meaningful participation, she sets her discussion in the historical context leading to current alienation of large parts of the urban population from formal policymaking and from reformers.

476. Gittell, Marilyn. "Urban School Politics: Professionalism vs. Reform." Journal of Social Issues 26, No. 3 (1970) pp. 69-84.

Gittell begins by examining the applicability of pluralist concepts of democracy to our urban educational system. After criticizing the closed nature of decisionmaking in these systems, she surveys briefly the various concepts underlying community control, discusses the New York City experience, and concludes that community control is a beneficial, reformist concept. The article is lengthy and scholarly.

477. Gittell, Marilyn. "Urban School Reform." Compact (April 1969) pp. 4-7.

Gittell criticizes the current urban education system and analyzes the two major groups of school reformers (those espousing a change in the

the internal components of the system and those calling for increased community control). An eloquent proponent of community control, she looks at it historically and discusses why and how it should operate, drawing from the experience in New York. Her article provides an overview of the situation and is not intended as a manual on how to effect local control.

478. Gittell, Marilyn. "Urban School Reform in the 1970's." Education and Urban Society 1, No. 1 (1968) pp. 9-20.

The author discusses the shift from pleas in the 1960's for integration and compensatory education to demands in the 1970's for complete restructuring of city school systems and increased community control. Gittell's wider interest in this article is in the ability of political systems to change and the educational system as the testing ground for greater community participation.

479. Gordon, Edmund W. "Decentralization and Educational Reform." IRCD Bulletin 4, Nos. 1-5 (November 1968-January 1969).

Beginning by analyzing the role played in decentralization by different groups, the author scrutinizes what elements must be involved if decentralization is to lead to effective educational reform. The article is a cogent, thought-provoking analysis, limited by its brevity. Included is a short list of references.

480. Haskins, Kenneth W. "A Black Perspective on Community Control." Inequality in Education November 1973, pp. 23-34.

Haskin's argumentative--sometimes polemical--piece makes interesting reading. It summarizes and surveys the black community's perspectives and experiences on community control. Especially useful are the distinctions between administrative decentralization and community control, a discussion of what community control means to black people, and a history of Washington, D.C.'s Morgan School's evolution from an Antioch College "laboratory school" into a community-controlled institution. The latter contains descriptions of the school's Parents Advisory Board and of parent-initiated educational programs.

481. Haskins, Kenneth W. "The Case for Local Control." Saturday Review, 11 January 1969, p. 52.

Kenneth Haskins, formerly the principal of the Morgan Community School in Washington, D.C., presents a passionate argument for local control of schools and against the institutional racism of the white-administered city schools, which has resulted in educational failure. Community control is seen as a necessary ingredient in the success and support of any institution that is supposed to save a certain segment of the population. Haskins does not consider the attempts at community control to be successes as yet, but he does insist that it is the trend of the future and the only hope for inner-city schools.

482. Johnson, Carroll F., and Usdan, Michael D., eds. Equality of Educational Opportunity in the Large Cities of America: The Relationship Between Decentralization and Racial Integration. New York: Teachers College Press, Columbia University, 1968.

This book is the report of a Special Training Institute on Problems of School Desegregation, funded by the United States Office of Education and held at Teachers College from July 10-12, 1968, and consists of a uniformly excellent series of presentations given by distinguished authorities. The following addresses are particularly relevant to the field of citizen participation:

"Urban Schools: Issues in Responsiveness and Control," by John H. Fischer, President of Teachers College. This presentation serves as an introduction to the conference, while calling for increased community control.

"The Case for School Integration," by Thomas Pettigrew, Associate Professor of Social Psychology, Harvard University. Mr. Pettigrew, believing that social class milieu is extremely important in determining educational achievement, expressed apprehensions about decentralization.

"Metropolitanism and the Issues of Social Integration and Administrative Decentralization in Large Cities," by Robert J. Havighurst, Professor, University of Chicago. This address is an optimistic appraisal of the probabilities of increased integration and metropolitanism in the coming years.

"Efforts to Desegregate and Decentralize the Administration of a Large City School System," by James F. Redmond, General Superintendent of the Chicago Public Schools. After describing the systematic efforts in the Chicago schools to increase both desegregation and decentralization, the author observes what it is like to effect such changes on the front lines.

"Some Views on the Relationship between Decentralization and Racial Integration in Large City School Systems," by James Farmer, Adjunct Professor, New York University. The author claims that, given current demographic and political realities, decentralization and community control must precede true integration.

483. Katzman, Martin T. "Decentralizing the Big City Schools." Urban Education 3 (1968) pp. 156-68.

Decentralization is seen as a means toward creating greater equality of education for all ethnic and socioeconomic groups. Other alternatives and their consequences are briefly examined for inequalities.

484. Kirp, David L. "Race, Class, and the Limits of Schooling." Urban Review 4 (1970) pp. 10-13.

After briefly analyzing the traditional American concept of educational opportunity and surveying the impact and repercussions of the Coleman Report, the author offers a terse examination of the controversy surrounding community control, differentiating the latter from straightforward decentralization. The article represents an unadorned review of concepts associated with community control.

485. Kohl, Herbert. "Community Control--Failed or Undermined?" Phi Delta Kappan 57 (February 1976).

In this editorial, Kohl points out the fact that in order to evaluate an innovation such as citizen participation, it is necessary to discover the circumstances surrounding it. A value assessment cannot be made until we know if the participation has been allowed to happen in the first place. To illustrate this point, he gives a description of the I.S. 201 Parent Planning Board, of which he was a member. From its initial conception, the Board met with resistance from teachers, the teachers' organization (UFT), the central administration, and from a hostile press. Each, for its own reasons, contributed to the demise of the Board. Kohl also refers to similar occurences in other cities and strongly advocates a thorough investigation by interested parties into individual situations before making judgments of failure.

486. Kotler, Milton. Neighborhood Government: The Local Foundations of Political Life. Indianapolis: Bobbs-Merrill, 1969.

This 100-page book is a thought-provoking argument for local neighborhood or community control of urban life. It does not focus on education or any single aspect of urban life, but rather sees localism as the most dynamic political force in American cities today. The development of the technological economy has made the traditional economic principle of political organization far more problematic than it was under the conditions of expansion, characteristic of the economy from roughly 1860 to 1960. Too many of the people are outside the production process and differentiations within the working class make political organization highly unlikely.

Kotler argues for the older and more basic principles of political organization, local control, and political liberty. The local nature of democracy, he believes, is clear; the question, of course, is whether economic life can be integrated into this vision of extreme decentralism. Although the book is not a blueprint, it is a passionate argument for community control as a solution to what the author sees as the alienation, apathy, mindless expansion, and waste of an increasingly centralized and bureaucratized urban life.

487. Kristol, Irving. "Decentralization for What?" Public Interest, No. 11 (1968) pp. 17-25.

Kristol makes a conservative argument against the present popular trend toward decentralization. Although admitting to the dangers of large centralized bureaucracies, he believes that decentralization may prove even more of a nightmare. Decentralization must create strong local authorities with real political power--and Kristol doubts whether that goal is one that a heterogeneous society committed to racial integration and equality really wants. Believing the schools to be a scapegoat for the frustration of the blacks and poor, he insists that decentralization and community control would do much more harm than good for all concerned.

488. Levin, Henry M. "The Case for Community Control of Schools." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

A leading proponent of community control restates the basic arguments and considerations in favor of local control of schools by black urban communities. The educational argument revolves around the failure of white-run city school systems, with their unwieldy, status quo oriented bureaucracies, to respond to the pressing needs of the urban black population for quality education. Both integration and compensatory programs have also failed to improve the educational lot of black schoolchildren. The lack of adequate resources, financial and otherwise, and the cultural intolerance and ignorance of white educators, makes real reform under the present system a virtual impossibility. Only local control can ensure real responsiveness to community needs and interests and can foster the involvement necessary to promote parents' concern about quality education.

The political arguments, which are the cause of most critics' objections to the movement, are supported by Levin. He finds the political goals of community control not only valid and justifiable, but absolutely necessary if blacks are to gain real control over their own destinies and the institutions in their society. The serious charges of antidemocratic principles and racial separatism that are leveled against the movement are well countered by Levin, who argues that whites, not blacks, have rejected integrative efforts and that black cohesiveness has proven the best way of increasing the political potency of the black minority.

489. Levin, Henry M., ed. Community Control of Schools. Washington, D.C.: The Brookings Institution, 1970.

The Brookings Institution sponsored the Conference on the Community School in December 1968, inviting prominent educators, scholars, and community leaders to discuss the recent phenomenon of the community-control movement. This useful book contains the conference papers that served as the basis for the discussions, as well as an introduction and concluding article by the editor, Henry M. Levin of Stanford University. Levin's introduction reviews the historical and educational setting for the birth of the community-control movement, and his concluding article outlines the different areas discussed and conclusions reached by the participants of the conference. Among the important topics covered in the book are: the black political situation, redistribution of power in education, the possible antidemocratic implications of community control, teachers, school financing, and educational evaluation systems. The consensus of the conferees seemed to be that, although community control is not a panacea and will produce great problems, it is a necessary change from the present system which is failing to meet the needs of inner-city schoolchildren.

Several valuable articles annotated separately herein are:

Downs, Anthony. "Competition and Community Schools."

Fantini, Mario. "Community Control and Quality Education in Urban Schools."

Fein, Leonard. "Community Schools and Social Theory: The Limits of Universalism."

Gittell, Marilyn. "The Balance of Power and the Community School."

James, H. Thomas and Levin, Henry M. "Financing Community Schools."

Lyke, Robert. "Representation and Urban School Boards."

Maynard, Robert. "Black Nationalism and Community Schools."

McCoy, Rhody. "The Formation of a Community-Controlled School District."

Moskow, Michael and McLennan, Kenneth. "Teacher Negotiations and School Decentralization."

Pfautz, Harold. "The Black Community, the Community School, and the Socialization Process: Some Caveats."

490. Lopate, Carol, et al. "Decentralization and Community Participation in Public Education." Review of Educational Research 40 (1970) pp. 135-50.

The authors discuss some of the shortcomings of a centralized bureaucracy in education and argue for parent and community involvement in attempting to aid children's psychological, social, and intellectual development by reinforcing cultural pride. The aim of education is considered to be preparation for citizen participation in society.

491. Manning, William R. "Decentralization: Problems and Promises." Bulletin of the National Association of Secondary School Principals 53, No. 339 (1969) pp. 116-23.

The author, former Superintendent of Schools in Washington, D.C., provides a literate discussion of decentralization and its patterns, taking that phenomenon back to its causes.

492. McMillan, C.B. "The Changing Schools: A Look at Community Control." Freedomways 13, No. 1 (1973) pp. 63-67.

This is a thought-provoking article. The author points to certain important ways in which community control is different (and more fruitful) than previous "progressive" educational reform movements. First, it is citizen- rather than professional-initiated. Second, its supporters, primarily urban-minority residents, differ from educational "humanists/progressivists" in their tough-minded realism. The author argues that urban community residents tend to see education as a means to economic survival. Furthermore, they and/or their spokespersons recognize that schools do not change society. Consequently, community control is as much an effort to change society as it is an effort to merely change what is going on within the classroom, i.e., it is a "political" reform movement. Like all reform movements it has its problems. Many of its supporters could be satisfied with better reading scores and fail to push to the ultimate political implications of community control. Moreover, by its very nature--a grassroots, political movement--community control is seen to be on a collision course with powerful professional and entrenched interests.

493. Ornstein, Allan C. "Decentralizing Urban Schools." Journal of Secondary Education 46 (1971) pp. 83-91.

This article summarizes the pros and cons of decentralization and explains the clamor for such measures. Biased in favor of decentralization, it describes the New York City Bundy Report and the New York State Decentralization Act, then cites twelve themes around which revolve the pro-and-con arguments about decentralization. It exposes a series of myths about decentralization and concludes by advocating its trial adoption.

494. Parsons, Tim. "The Community School Movement." Community Issues 2, No. 6. Flushing, New York: Institute for Community Studies, Queens College, 1970.

In this extremely useful source of information on existing community-oriented schools as of 1970, 30 separate schools or systems are catalogued with a discussion of the history and problem issues in each case. In his first chapters the author provides some clarification on basic theory of community control and enumerates several enlightening findings of his survey. Among the general conclusions of the study are the following: parents tend to be innovative in curriculum development and the only places where basic change occurs in the inner city are the alternative institutions. "Strategies for control" are considered for the assumption of power and responsibility by parents.

The author concludes that a greater variety of community-controlled schools should be attempted and given a fair chance to prove themselves and that the present educational establishment must stop being so defensive and protective of its own interests. Addresses of all the schools surveyed are provided so readers can seek further information.

495. Passow, A. Harry, ed. Urban Education in the 1970's: Reflections and a Look Ahead. New York: Teachers College Press, Teachers College, Columbia University, 1971.

The nine papers in this collection prepared in 1969-70, provide perspectives, from a variety of education-related disciplines, on developments in urban education in the previous eight years and serve as a basis for projecting the directions in the 1970's. The authors are eminent in their fields and most of them discuss community control of schools, dedentralization, or both.

496. Pfautz, Harold W. "The Black Community, the Community School and the Socialization Process: Some Caveats." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Pfautz's caveats concerning the urban black movement toward community control of schools revolve around his contention that the movement is primarily political rather than educational. Pfautz, a professor at Brown University, claims that the urban schools are obvious targets for the black political movements and warns that community control provides no inherent guarantees of quality, or even improved, education for ghetto blacks.

A sociological analysis of inner-city black neighborhoods reveals that the concept of "community" is more myth than reality; there is little leadership or expertise, insufficient economic resources, and no real "sense of community." Pfautz not only argues that the community school is an impractical goal, but also that the theory is not educationally sound. His major claim is that integrated schools have been shown to be of greater benefit to black children than have segregated schools, and that segregated education has negative outcomes both for academic achievement and the socialization process. The concept of the segregated community school works against the ideal of a democratic and "racially heterogeneous" Nation and will only promote further racial isolation, exclusion, and conflict.

497. Poinsett, Alex. "Battle to Control Black Schools." Ebony 24, No. 7 (1969) p. 44.

Focusing on efforts to decentralize urban school systems, most of the article treats the New York City system. There is also some reference to the Morgan School in Washington, D.C.

498. "Position Paper of the Five-State Organizing Committee for Community Control." Phi Delta Kappan 49, No. 8 (1968) pp. 450-51.

This paper, submitted to the Harvard Conference on Educational Subsystems (January 1968) by the separate black caucus, denounces the model of decentralized subsystems as a token modification that still maintains power in the hands of white educators. The caucus calls for a new coalition of black educators to establish an organization for the purpose of studying methods for blacks to gain control of local schools.

499. Reed, R.J. "Community School Board." School Review 81, No. 3 (1973) pp. 357-64.

Reed focuses on the rights, responsibilities and potential of community school boards under community control. He urges that these school boards be given statutory authority and autonomy in fiscal and personnel policy areas. Citing research showing traditional school boards to be unrepresentative and unresponsive, Reed urges community boards to foster community participation.

500. Rempson, Joe L. "Community Control of Local School Boards." Teachers College Record 68 (1967) pp. 571-78.

The author presents a broad proposal for educational improvement in Harlem and other black ghettos. Among the recommendations he makes are: the local community should elect its own school board; the elected board should be able to appoint a broadly-empowered assistant district superintendent; the local board could, within the latitude of Central Board policy, adopt regulations for its district; the local board should be entrusted with providing community adults with opportunities for educating themselves; each school neighborhood should have the opportunity to systematically participate in the operation of the school; and a district planning and coordinating committee should be set up to initiate and coordinate all public interest activities in the community.

501. Rubenstein, Annette, ed. Schools Against Children, the Case for Community Control. New York: Monthly Review Press, 1970.

This fine anthology of 14 articles, all by direct participants or close observers of the New York City school crisis of 1968, makes a strong case for decentralization of the New York schools. Published by the radical Monthly Review Press, it stands out particularly for its sensitivity to racism, its appreciation of the pivotal role of the trade unions--from the UFT to the building trades--and its sophisticated discussion of socialization, the culture of poverty, and the role of ideology.

Of the articles dealing with the history of various institutions throughout the 1960's, John O'Neill's "The Rise and Fall of the UFT" is of particular interest. Other essays document the psychological and educational damage inflicted upon already disadvantaged pupils--for example, Doxey Wilkerson's "The Failure of Schools Serving the Black and Puerto Rican Poor" and Eleanor Leacock's "Education, Socialization, and 'The Culture of Poverty.'" The last few articles are more political, focusing on the specific conflicts over desegregation and, later, community control.

The book is also useful in giving the reader a concrete understanding of the external barriers to decentralization and the internal weaknesses of the movement. Annie Stein and Suki Ports, two long-time New York City activists, describe the depressing background of the failure of desegregation attempts from the point of view of exhausted parent groups, and David Rogers discusses the Board of Education's role. In a fine case study of one community's attempt to assert control over the education of its children, "201--First Steps Toward Community Control," Charles E. Wilson relates how, without established models or any of the skills and experience necessary for institution building and ongoing political activity, the community-control movement fell into confusion and fragmentation. He believes the movement's critical weakness is a lack of ideology and shows why he thinks that only a political ideology which explains and anticipates the attempts at subversion and which gives people a firm set of goals and priorities can mediate between the politics of protest and those of institution building. An afterword by Paul Sweezey places the urban school in the context of the overall development of the U.S. economy and the conflicting interests of national and local power elites or ruling classes.

502. Salz, Arthur E. "Local Control vs. Professionalism." Phi Delta Kappan 50, No. 6 (1969) pp. 332-34.

Defining the basic conflict for political power between the lay community and the "professional" teachers in the making of policy in urban schools, Salz traces the simultaneous development of the community-control movement and the increasing strength of the teachers' organizations and concludes that conflict between the two factions is inevitable. Recognizing the legitimacy of both community and educators' claims, he predicts controversy and hard negotiations in the future.

503. "School Decentralization: Legal Paths to Local Control." Georgetown Law Journal 57 (1969) pp. 992-1056.

This law review note is a very professional, technical analysis of the legal aspects of school decentralization. The author discusses such diverse considerations as the relative advantages of redelegation and subdelegation of powers, the rights of the community board, labor problems, and the hypothesis that equal protection statutes might be a valid argument for community control. The article draws on specific case studies in its extensive examination of the myriad legal factors involved in school decentralization.

504. Schrag, Peter. "Siege at the Fortress School." Saturday Review, 18 November 1967, p. 82.

This brief article discusses the political involvement of the late 1960's toward decentralization and community control, referring to Harlem's I.S. 201 as the model of the new school. Schrag anticipates a new set of problems for schools as the centralized, professional leadership breaks down, and comments that the adults of urban communities may actually benefit more from decentralization, at least for a while, than the schoolchildren.

505. Schwartz, Robert, et al. "Desegregation: Assessing the Alternatives." Nation's Schools 81, No. 3 (1968) p. 61.

The article discusses decentralization as one alternative in approaches to desegregation by pointing out that "decentralization" means different things to educators and to Black Power advocates. The article also includes discussion of the mutual compatibility of decentralization and other desegregation alternatives.

506. Selden, David. "School Decentralization: A Positive Approach." Teachers College Record 71 (1969) pp. 85-92.

David Selden, former President of the American Federation of Teachers, taking a position counter to Fantini and Gittell, states that there is little evidence to support the thesis that decentralization yields constructive educational changes. He calls for moderation in the amount of community control of education.

507. Shalala, D.E., and Merget, A.E. "Decentralization Plans." In Organizing Public Services in Metropolitan America, T. P. Murphy and C. W. Warren, eds. Lexington, Massachusetts: D.C. Heath, 1974. pp. 153-77.

This is a quick review, not claiming to be exhaustive, of various urban decentralization plans. The sample is taken to elaborate the ideal types presented in other essays in this volume and the authors' operational definition of decentralization (See Shalala and Merget, "The Decentralization Option," op. cit.). The pertinent part of this article is a concise summary (pp. 159-63) of the structure of the 1969 New York City School Decentralization Plan. It concludes with a summary of Gittell's published study of that plan (see M. Gittell, School Boards and School Policy, 1973, pp. 156-64).

508. Shedd, Mark R. "Decentralization and Urban Schools." Educational Leadership 25 (1967) pp. 32-35.

After discussing some of the problems of urban schools, Shedd discusses the need for decentralization, the possible paths it could follow, and type of climate that ought to evolve from such a step. Decentralization is seen as a possible way to revitalize urban school systems and make them more responsive to the needs of their students.

509. Sperry, Len. "Community Control: A Proposal." Elementary School Journal 73, No. 3 (1972) pp. 143-47.

Sperry sets up a model of how a social system works; within that, he proposes, evaluation of the educational orientation of a community must occur before specific discussions can take place on subject matter, courses, and staffing problems.

510. Spivak, Harriet J. School Decentralization and Community Control: Policy in Search of a Research Agenda. New York: Center for Urban Education, 1973. (Ed. D. qualifying paper available at the Gutman Library, Graduate School of Education, Harvard University, Cambridge, Massachusetts.)

This is a meticulous, scholarly, but readable survey, analysis, and critique of the literature and research on community control. The author concludes that there are no answers and no tried and true formulas. Advocates of community control are said not to have proved its positive impact on children's reading scores nor its impact on community participation.

The biggest demonstrable impact was said to have come in personnel policies; since the 1969 Decentralization law in New York City, community school boards were able to bypass Board of Examiners' requirements and hire more minority staff. However, there are no hard data showing that this in fact led to gains in educational achievement among minority children.

Although the focus is on New York City, the reading list and the footnotes alone make this a valuable work for all who are interested in the issues of school decentralization and community control. Note: this work is a critique of the literature, not of the community control movement itself. It is quite possible to agree with the author's criticisms but still remain committed and sympathetic to the potential of community control.

511. Tyack, David B. "The Tribe and the Common School: Community Control in Rural Education?" American Quarterly 24, No. 1 (1972) pp. 3-19.

David Tyack, of Stanford University, provides a lighthearted and anecdotal history of local community control and power in the one-room rural schoolhouse. The schoolhouse was very much a center of the widespread community, and the rural "tribe" maintained street power over policy and curriculum. The ignorance and provincialism of such rural communities, according to the author, created a poorly-educated rural population as the metropolitan areas became increasingly modern in this century. Tyack contrasts the present trend of continued consolidations and centralization in rural school districts with the move toward decentralization and community control in urban areas.

512. Vaughn, F.H. "Forget About Decentralizing--If Your Principals Aren't Ready." American School Board Journal 156, No. 6 (1968) pp. 24-26.

The author points out and explores the crucial role local principals must play in any effort to decentralize school systems at the local level.

513. Weinberg, Meyer. "Educational Bureaucracy and Educational Change." Integrated Education 7, No. 5 (1969) pp. 39-48.

Weinberg discusses the contemporary educational bureaucracy and possibilities and proposals for change, particularly for community control of schools.

514. Wilcox, Preston R. "The Community-Centered School." In Radical School Reform, Neal Gross, ed. New York: Simon and Schuster, 1969.

Wilcox's initial claim is that public education is in reality a dual system--one for white students and the other for blacks, both controlled by white educators. The schools are based on white, middle-class values and assumptions and exist for the protection and advancement of the white majority. The community-control movement is the fight of blacks and the poor to control their half of the system and make it responsive to the pressing needs of their children and their communities. Wilcox calls for both community-controlled and community-centered schools run by blacks for blacks, including the adults. Besides being an acculturation tool and educational instrument, the school must be a real community center for recreation, cultural expression, and political action.

The author does not understand the community school to be ethnically or racially exclusive or separatist; instead it would permit direct participation for all residents of the cities in their own social and economic advancement. Among the roles and tasks that Wilcox anticipates for the community school are the following: a redistribution of power, a new citizen-parent-student alliance, adult education and involvement in schools, economic development, mutual-aid activities, and information and communication services. For Wilcox, such reforms go beyond black political considerations to involve the very "relevance of education to life." Many useful, specific suggestions for citizen participation are given.

515. Woock, Roger R. "Community Operated Schools--A Way Out?" Urban Education 3, No. 3 (1968) pp. 132-42.

Woock points out, with reference to specific cases, the failures of and unrealistic natures of both compensatory programs and desegregation efforts as attempts to improve the drastic state of nonwhite education. He raises the issue, finally, of the nonwhite demand for local control in education as a solution. The intelligent questions he asks concerning implementation of that policy are helpful.

516. Wood, Robert C. "A Re-examination of Local Democracy." In Democracy in Urban America, Oliver P. Williams and Charles Press, eds. Chicago: Rand McNally, 1961.

Wood analyzes the myths and foibles of democracy in a small town and concludes that, contrary to the popular belief, small towns are not conducive to exemplary, participatory democracy. Despite the propinquity, intimacy, interdependence, and simplicity that usually mark small town life to a degree unmatched in the cities, the rustic system of government is not as equitable and idyllic as some might envision.

The reason for the disparity between reality and the utopian concept of small town democracy is that the small community does not construct a working democratic process because its spirit of fraternity proceeds on an expectation of essential unanimity, not disagreement. Thus, both dissent and the untrammeled pursuit of truth suffer, for the minority is often unwilling to voice its opinion and risk the social repercussions that might ensur. The very absence of anonymity discourages radical or unpopular suggestions.

517. Young, Whitney M., Jr. "Minorities and Community Control of the Schools." Journal of Negro Education 38 (1969) pp. 285-90.

After denouncing the traditional control of schools by the white middle-class and the paternalistic overtones involved, Young speaks favorably of local control of schools. He points out the psychological advantages of local control for both pupils and parents, discusses the issue of school finance (one of the major considerations in community control), calls for a new system of teacher internships and faculty distribution, and refutes the misgivings of critics of community control.

518. Zweibach, Burton. "Democratic Theory and Community Control." Community Issues, March 1969. Flushing, New York: Institute for Community Studies, Queens College, City University of New York. 12 pages. ED 050 205.

Drawing heavily on historical sources, the author gives a brief overview of the development of democratic theory, with special emphasis on the issues of citizen apathy and the manageable size of a theoretical democracy. He then presents the concept of community control as a viable method of making modern democracy more immediate and responsive to citizen needs and values. Community control, Zweibach believes, is intimately involved with the demands of democratic theory and cannot be discussed without reference to that theory.

The next few sections of this chapter focus on the experience with community control and school decentralization in New York City, Washington, D.C., and other cities. The focus throughout will be on documented case studies, and firsthand and participant reports. Readers who wish information on specific cities, regions, or schools on this or any topic should consult the Index to Case Studies by city. Note: references dealing specifically with the New York City teachers' strike of 1969 can be found in Chapter 6E, above, and in the Topical Index under "UFT" (United Federation of Teachers). Those interested in the more general issues raised in that strike and others should consult the Topical Index under "Collective Bargaining."

B. New York City

519. Alsworth, Philip L. and Woock, Roger R. "Ocean Hill-Brownsville: Urban Conflict and the Schools." Urban Education 5, No. 1 (1969) pp. 25-40.

In this thoughtful article the authors analyze the Ocean Hill-Brownsville controversy. The analysis comprises two sections, the first discussing educational questions and the second covering political and social implications. Among the educational questions surveyed are the increasing segregation of urban schools, the poor performance of minority children on standardized tests, and the objectives of community control. Political and social implications discussed include the financial considerations, the implementation of community control, and the role of teachers' organizations.

520. Anrig, Gregory R. "Decentralization Controversy: Some Relatively Objective Views." American Education 5 (1969) pp. 2-3.

The author points out that decentralization is not a panacea, then lists several issues where decentralization poses difficulties: racial integration, limited tax base, metropolitanism, and teacher militancy. He recommends a series of steps that should be taken in any community prior to embarking headlong into decentralization. These recommendations all involve careful planning and consideration to precede the implementation of a decentralized system.

521. Bresnick, D. "Cyclical Renewal in a Large City School District: Decentralization and the Policy Process." Educational Edministration Quarterly 10, No. 2 (1974) pp. 19-34.

The author argues that current decentralization strategies can only be successful in conjunction with the effective performance of continuing, though altered, central functions. These functions of a central school board are said to be: raising revenues, pursuing State and Federal grants; the administration of noneducational support services; and exercising leadership in educational R & D and curriculum innovations. In addition, the article contains a review of the current (1974) administrative structure of the New York City school system and describes the administrative and political (but not educational) effects of that system's 1969 decentralization plan.

522. Brooks, Thomas R. "Can Parents Run New York's Schools?" Reporter, 11 January 1968, p. 20.

This article does not reach a conclusion, but reviews the motivations for, and the early stages of, the three experimental decentralized school districts in New York City--Ocean Hill-Brownsville, I.S. 201, and Two Bridges. It should be particularly interesting for those wishing to obtain an objective view of these experiments prior to the beginning of the 1968 controversy.

523. Brownell, Samuel M. "Desirable Characteristics of Decentralized School Systems." Phi Delta Kappan 52, No. 5 (1971) pp. 286-88.

Samuel Brownell, of Yale University, outlines the characteristics of a decentralized city school system and follows the hierarchy of authority from the teacher, to the principal, to the local subdistrict, to the city-wide district. Among the advantages offered by such decentralization are greater citizen participation in school policy and activities and encouragement of innovative programs. Brownell is emphatic, however, about the need for integrated schools and subdistricts--even if that means that the school subdistrict does not serve one local community area.

524. "The Bundy Report: A Critical Analysis." Center Forum 2, No. 8 (1968) pp. 7-9.

This article scores the decentralization plan proposed in the Bundy Report. Particularly criticized are the assumptions inherent in the report that (1) the New York City school system suffers from excessive regidity, and (2) that parents can solve the problems of education. The authors also express reservations as to the role parents will actually play under decentralization; as to the "proven" higher quality of small town and suburban school systems, and as to what decentralization will do to integration.

525. Buskin, Martin. "Community Control at the Crossroads." School Management 13 (1969) pp. 31-36.

The author is concerned with the effects of the Ocean Hill-Brownsville controversy on community control in New York City. After first describing the general situation and summarizing the history of the controversy, he interviews four of the individuals most involved in the question of New York City decentralization: Jules Kolodny, secretary of the UFT; Rhody McCoy, unit administrator of the Ocean Hill-Brownsville District; Walter Degnan, president of the Council of Supervisory Associations; and Blanche Lewis, president of the United Parents Association.

526. Corbett, Anne. "The Lesson of New York." New Society 12, No. 301 (1968) pp. 11-13.

A British journalist, in giving her impressions in a narrative of the Ocean Hill-Brownsville dispute, focuses on the element of parent participation.

527. Dentler, Robert A. "For Local Control in the Schools." Atlantic Monthly 223, No. 1 (1969) pp. 77-79.

A sympathetic examination of decentralization, as it developed in New York City in 1968, the article includes reference to the "culture" of the public schools.

528. Derr, R.L. "Meeting Community Demands for Decentralization of Control." School and Society 98 (1970) pp. 362-63.

The author claims that school boards, taking their cue from the disastrous Ocean Hill-Brownsville controversy of 1968 regarding the community's right to fire or hire teachers, should channel the citizens' interest into less destructive pursuits, specifically constructing a community educational philosophy to guide the schools. He then proceeds to analyze this possibility and to state the factors that must be present for it to be viable.

529. Epstein, Jason. "The Brooklyn Dodgers." New York Review of Books, 10 October 1968, p. 37; "The Issue at Ocean Hill." New York Review of Books, 21 November 1968, p. 3.

These two articles analyze the conflicting interests behind the New York City school strike, examining in detail the feelings in the Ocean Hill-Brownsville community, the positions of the teachers' organization, and Epstein's projections for the future.

530. Epstein, Jason. "The Politics of School Decentralization." New York Review of Books, 6 June 1968, p. 26.

The author analyzes school decentralization in New York in a review of the Bundy Report. The article is useful both for its extensive materials on the context of the Bundy Report and decentralization and its discussing relating the decentralization experience in New York to a wider context of struggles by ghetto residents.

531. Everett, John R. "The Decentralization Fiasco and Our Ghetto Schools." Atlantic Monthly 222, No. 6 (1968) pp. 71-73.

Everett attacks what he considers to be the fallacies behind the theory of decentralization, as it developed in New York City in 1968, and the likely results of the policy. For a subsequent article written from an opposing position, see Dentler, R.A., Atlantic Monthly 223, No. 1 (1969) pp. 77-79.

532. Featherstone, Joseph. "Choking Off Community Schools." New Republic. 19 July 1969, p. 16.

This is a description of the New York City "decentralization" bill of 1969 and its probable effects.

533. Featherstone, Joseph. "Community Control: Down but Not Out." New Republic, 9 August 1969, p. 11.

The second in a three-part series (see "Choking Off Community Schools" and "The Problem is More Than Schools" in The New Republic), this piece explores the effect of the supposed "decentralization bill" passed by the New York State Legislature. The focus of this article is on the effect of the new school districts on the three demonstration districts.

534. Featherstone, Joseph. "Community Control of Our Schools." New Republic, 13 January 1968, p. 16.

Written before the compromise decentralization law was passed, this article brings out an extremely important question--what will decentralization mean in terms of teaching and learning? While reviewing the roles of the UFT, the Board of Education, the Bundy panel, and the decentralization advocates, Featherstone cautions that even if the fight is won, locally elected school boards do not guarantee the end to parental powerlessness and the beginning of community control. This would merely be a fulfillment of the minimum demands for participation. Maximum participation is defined as having schools that "systematically involve the parents in the life of the school...and give parents a sense that they can play a role in shaping their children's future."

535. Fredericks, S.J. "Curriculum and Decentralization: New York City Public School System." Urban Education 9, No. 3 (1974) pp. 247-56.

This is a research report documenting the failure of the NYC decentralization plan to stimulate community participation in curriculum development. Actually the data, based on a questionnaire given to the 31 local district boards, show that almost no one is involved in curriculum development. Between 1969-1972 only 12 out of 31 districts made more than two changes in curriculum, often only in response to external requirements, e.g., Title I reimbursements. When changes did occur, in the majority of cases they did not include the involvement of either parents or teachers. The implication seems to be that if decentralization is to stimulate community involvement, the devolution of responsibilities must be accompanied by an equal devolution of resources. Local districts had no independent sources of staff, expertise, or resources. Most relied on pre-1969, published curriculum guides put out by the previous central Board of Education.

536. Fritz, Leah, ed. "Community Control of Our Schools: A Symposium." Liberation 13, No. 4 (1968) pp. 26-36.

The symposium includes a variety of pieces in support of community control, all drawn from New York City experiences. Among the authors are the chairman of the Harlem Parents Committee, the executive director of United Bronx Parents, a losing candidate for the UFT presidency (won by Albert Shanker), director of the New York Mayor's Office of Education Liaison and Milton Galamison. It includes a position paper by the governing board of I.S. 201.

537. Gittell, Marilyn. "Potential for Change: Community Roles." Journal of Negro Education 40 (1971) pp. 216-24.

After remarking that community control is not revolutionary, but reformist, the author analyzes the Ocean Hill-Brownsville controversy and its portents for community control everywhere. She denounces the bureaucratization and professionalization that had come to mark school systems and explains the creation of the three experimental New York districts as an outgrowth of the frustration these conditions engendered. Her article includes both psychological and sociological implications of community control and concludes in a vigorous endorsement of citizen participation.

538. Gittell, Marilyn. "Problems of School Decentralization in New York City." Urban Review 2, No. 4 (1967) pp. 27-28.

Gittell breaks down the concept of decentralization into its component planning parts and reviews what must be done in each sector if it is to be instituted effectively. At the time of this article, decentralization in New York City was still largely in the planning stage, and the article was intended to advise participants of what considerations would have to be dealt with in the coming days.

539. Goldbloom, Maurice J. "The New York School Crisis." Commentary 47, No. 1 (1969) pp. 43-58.

Goldbloom describes major events in the New York school crisis in 1967-68, including the I.S. 201 dispute, the formation of the Ocean Hill-Brownsville Local Board, and the subsequent teachers' strike. His analysis is generally sympathetic to the goals of the teachers' organization and unsympathetic to the Ocean Hill-Brownsville Board. The Commentary of April 1969 (pp. 22-30) carries rebuttals to Goldbloom's article by Marilyn Gittell and the executive director of the New York Civil Liberties Union, in which these two take serious issue with some of Goldbloom's facts and interpretations. Also in the April issue is a rejoinder to these criticisms by Goldbloom. Taken together, the materials illustrate the strong disagreements provoked by the New York City events.

540. Greene, Maxine. "Return to Community?" Teachers College Record 69 (1968) pp. 484-90.

The author sees the Bundy Report as curiously analogous to de Tocqueville's criticism of centralization and to the desire to return to a traditional community. The article provides an overview of some of the reactions to problems of centralized school systems and of some of the proposed alternatives. It refers to the many published accounts of the failures of centralized school systems, recognizing the diversity of arguments for decentralization. Emphasizing the importance of keeping in mind the different interpretations of what is happening, Greene stresses that change is necessary but is uncertain about what kind of change.

541. Hentoff, Nat. "Making Public Schools Accountable." Phi Delta Kappan 48, No. 7 (1967) pp. 332-35.

Hentoff, a freelance writer, traces the controversy and conflict over I.S. 201 in Harlem. Clearly sympathizing with the efforts of black parents to control the schools that teach their children and make them accountable to the public, he is opposed to the adamant and self-serving policies of the city Board of Education. He hopes that the new parent protest and determination shown in the I.S. 201 controversy will herald a new movement toward community participation and control in urban schools.

542. Hoffman, Marvin. "Conflict in a Counterfeit Community." New Republic, 9 November 1968, p. 19.

This article, written during the New York City school crisis, cites the events and tensions that occurred in the Ocean Hill-Brownsville demonstration district. Hoffman enumerates other government projects in the district which failed to materialize and believes that actions by the Board of Education and the UFT may also kill community control. Conflict between the white, Jewish federation, and the black district is also discussed.

543. "I.S. 201: An Educational Landmark." IRCD Bulletin 2, No. 5, pp. 1-9; 3, No. 1, pp. 1-9 (1966-67).

This article is an indepth examination both of I.S. 201 and of the underlying issues involved in this controversy. The author is particularly concerned with the possible effects of decentralization on education, and with possible alternatives. The article is well-researched and well-written, highly valuable to the individual interested in decentralization. Included is a comprehensive bibliography of the literature on the I.S. 201 controversy.

544. McCoy, Rhody A. "The Formation of a Community-Controlled School District." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Rhody McCoy, unit administrator of the controversial Ocean Hill-Brownsville demonstration school district in New York City, discusses his role in the formation of a working, community-controlled school system. He contends that the professional educators now running the schools are not oriented toward citizen needs and are defensive and deceptive in their dealings with the real clientele of the educational system--the public. Community control of schools is an essential step toward providing quality education for urban blacks and promoting self-determination, a positive self-image, and individual and community development.

Much of the article concerns the history of the Ocean Hill-Brownsville demonstration district. The author discusses at some length policies and problems in the areas of personnel, the governing board, the New York City board, the teachers' organization, and the use of paraprofessionals.

545. Mann, Dale. "Ten Years of Decentralization: A Review of the Involvement of Urban Communities in School Decision Making." New York: Columbia University, Institute for Urban and Minority Education, 1975. 21 pages. ED 111 908.

Mann comments on the beginnings of a consensus between parents/citizens and school administrators in New York City's decentralized school districts. He sees that both groups are beginning to share four common goals, the need for: responsiveness to community clientele, increased material support for schools, educational achievement, and democratic decisionmaking.

546. Morison, S.H. "Decentralization 5 Years On: A Principal's Views." Urban Review 7, No. 3 (1974) pp. 197-206.

This is a descriptive case study and progress report on one school's experiences with community control and parental involvement (P.S. 84 in New York City). It goes into some detail on the institutions of a Community Board of Directors and a Personnel Practice Board and notes positive results for educational program enrichment of parental involvement in both policymaking and the classroom. Consequently, this piece is useful to both parents and teachers. Of special interest to teachers is a discussion of the school's extension of "participatory democracy" into the internal workings of the school--a so-called "Open Corridor Reorganization." The author points out that many of the more imaginative programs were parent-initiated; most were possible only because of parental involvement in the classroom. The success of P.S. 84 is attributed to the excellent working relationship between parents and teachers. This grew out of a prior, teacher-initiated experiment with informal, community-based instruction during the New York City school strikes of 1967 and 1968.

547. New York City, Mayor's Advisory Panel on Decentralization of the New York City

Schools, McGeorge Bundy, Chairman. Reconnection for Learning: A Community School System for New York City. Praeger Special Studies in United States Economic and Social Development. New York: Praeger, 1969.

The "Bundy Report" is the result of the work of a panel charged with the investigation of arguments about means for and consequences of decentralization in the New York City public school system. The panel was created in response to a legislative mandate to appropriate the New York schools budget according to the boroughs rather than to statewide criteria. The resulting report includes an evaluation of the problems of the present system, a blueprint for restructuring that system (including financial and personnel considerations), and consideration of the problems possibly to be encountered in the process of implementing the new system.

The "Bundy Report" is of significance in that (1) it recommended significant decentralization of the Nation's largest public school system, and (2) it served as a trigger for the intense two-year struggle in the New York school system, leading to the Ocean Hill-Brownsville issue and the teachers' strikes.

548. New York Civil Liberties Union. "The Burden of Blame: A Report on the Ocean Hill-Brownsville School Controversy." In The Politics of Urban Education, M. Gittell and A. Hevesi, eds. New York: Praeger, 1969.

The report reaches the following conclusions:

(1) From the beginning the central Board of Education attempted to scuttle the experiment in Ocean Hill-Brownsville by consistently refusing to define the authority of the local governing board.

(2) The United Federation of Teachers had used due process as a smokescreen to obscure its real goal, which was to discredit decentralization and sabotage community control efforts.

(3) There are serious shortcomings in existing Board of Education standards of due process which have infiltrated the entire school system, and if the Ocean Hill-Brownsville Board violated due process, it did so unintentionally by following the procedures prescribed by the Board of Education.

(4) The major burden of blame must fall on the Board of Education and the United Federation of Teachers.

These conclusions were reached after a thorough and chronological examination (detailed in the article) of the events surrounding the Ocean Hill-Brownsville controversy. The report also lists suggestions as to what patterns of behavior the Board of Education should follow to avoid future recurrences.

549. Nissen, Myra H. "City Life." National Elementary Principal 53, No. 5 (1974) pp. 63-68.

Journalistic account of the problems, as revealed in interviews, with some school principals involved in the New York City decentralization of schools.

550. Oliver, C. Herbert. "Community Control of Schools." In Conflicts in Urban Education, Sheldon Marcus and Harry N. Rivlen, eds. New York: Basic Books, 1970.

The Reverend C. Herbert Oliver, former chairman of the Ocean Hill-Brownsville Governing Board, provides a short and simple explanation of the movement among blacks for community control of schools. He explains the traditional philosophical and religious roots of the principles of self-determination, self-government, and equality under the law, and argues that the present movement is simply an extension of those inalienable rights. He claims that the right and responsibility to educate children belongs solely to parents, who may delegate powers to professional educators, but not abdicate all authority over educational policy and practice.

A brief history of the conflicts and controversies surrounding the Ocean Hill-Brownsville demonstration district is given, with emphasis on the problems with the teachers' organization and city board. Educational innovations, such as the bilingual program and black studies curriculum, are discussed. The editors posed several questions concerning the demonstration district to Rev. Oliver, and his replies appear at the end of his article.

551. "Parents in the School: Community Control in Harlem." This Magazine is About Schools 4, No. 4 (1970) pp. 72-109.

As a firsthand report on one school and community's experiences with community control and parental involvement, this article, by a visiting Canadian, is essentially a reprint of interviews conducted with parents and teachers. The interviews were open ended; in all cases the participants expressed their experiences and perspectives in their own words. Among the topics covered are: the role of the local PTA and its relationship to the school boards and other community, political, and teacher organizations (UFT-NYC); the attitudes and experiences of teachers vis-a-vis parents and the UFT; and, the parents' reasons for their involvement. The author's conclusions, directed at a Canadian audience but relevant to all are: (1) that in all cases a concern for the effective teaching of basic skills, e.g., reading ("...without them my kid would get screwed..." [a parent]), was the primary impetus for parental involvement; and (2) the importance of an alliance and rapport between parents and teachers. Without this, reforms will be meaningless; with it, progress can be made even without administrative/school board active cooperation and support.

552. Polley, John W.; Loretan, Joseph O.; and Blitzer, Clara F. Community Action for Education. New York: Bureau of Publications, Teachers College, Columbia University, 1953.

The Bronx Park Community Project was a limited experiment in local autonomy and decentralization that took place in New York City in the 1940's and 1950's. This work examines that project from 1949 until 1952--from its inception until it was fully functional. The book describes the attempt to combat the increasing distance between decisionmaking and the local public.

The project's central task was to ascertain the community's areas of interest, develop recommendations for lay participation, and then determine the possibilities of enacting such participation within the context of existing administrative structures. The work combines the story of this project with theoretical observations pertaining to the experiment. The report is useful from an historical point of view.

553. Ravitch, Diane. "Community Control Revisited." Commentary 53, No. 2 (1972) pp. 69-74.

In this very useful article Ravitch evaluates the educational success of the New York City Ocean Hill-Brownsville district during its three-year existence. She begins with a review of the claims made by supporters and opponents of community control at the outset and during the three years, then looks at the claims made for reading achievement in the district, and the reading achievement at the end of the three years. Her conclusions as to the educational success of community control, in this case, are pessimistic. Comments, with Ravitch's reactions, appear in the June 1972 Commentary, pages 16-22.

554. Ravitch, Diane. "Canarsie and Fuentes: The Limits of School Decentralization." New York Affairs 1, No. 1 (1973) pp. 88-97.

This article discusses the dangers of urban school decentralization, using as an example the controversy surrounding the appointment of Luis Fuentes as a district superintendent in Canarsie in New York City. Fuentes was appointed by the local Board of Education, but his appointment was objected to by a number of former colleagues and ethnic groups in the city. The question of who should have the power and make the decisions in a political crisis on the local level is analyzed in detail, along with an historical overview of decentralization and desegregation in the city. Ravitch believes that the dangers inherent in decentralization would be worsened by enlarging local power; community control is undesirable in New York City, she believes, because the cost in political strife and ethnic antagonism is not justified by its theoretical benefits.

555. Roberts, Steve V. "Control of Schools." New Republic, 28 September 1968, p. 11.

After an outline of the events leading to the UFT strike on behalf of 19 teachers fired (by the local school board) in the experimental district of Ocean Hill-Brownsville, Roberts, a New York Times reporter, states that turning power over to the local board would increase the problems within the district. While acknowledging the need for some decentralization (huge bureaucracies become unwieldy), the need for bureaucracy and professional educators is stressed. As expressed here, the problem is that educators are not doing their job, not that the schools should be run by a participatory democracy.

556. Roberts, Wallace. "The Battle for Urban Schools." Saturday Review, 16 November 1968, p. 97.

Written during the heated controversies and political turmoil of the 1968 New York City teacher strike, this article provides a good overview of the background of the problem and the issues at stake. Concentrating on the issue of decentralization and community control, Roberts argues that the strike was a result more of political and professional issues than educational ones. He also discusses plans and attempts at decentralization in other major cities.

557. Rogers, David. "New York City Schools, a Sick Bureaucracy." Saturday Review, 20 July 1968, p. 47.

The author surveys the many problems of the deteriorating New York City schools in the belief that the enormous unwieldy, centralized bureaucratic administration is responsible for many of these problems--for example, poor relations with citizens' groups and the communities. In fact, citizen participation is virtually impossible in such a system. The author calls for a restructuring, for decentralization to combat the problems.

558. Sandler, George B. "Reneging on the Distribution of Power in New York City Public Schools." Growth and Change 6, No. 1 (1975) pp. 11-16.

The author argues that the 1969 New York City Decentralization Plan acts to exclude the very groups which were behind the original movement for community control:

> This condition was achieved by reducing the proportion of the minority population which could participate in elections, not permitting enough time for potential new participant groups to coalesce into effective organizations, heading off potential power blocs, and defining parents' participation in an advisory rather than key policy role.

In the future this situation may be remedied if: (1) parenthood rather than voter registration becomes the qualification for voting in school district board elections, and (2) if these local boards were given complete discretion in the use of money. These changes should increase the incentive and remove the barriers to participation. The observations are based on an analysis of the original plan and a survey of its implementation since 1969. That discussion provides a nice, concise distinction between community control vs. administrative decentralization and an informative summary and introduction to New York City's experiences with decentralization and community control.

559. Schiff, Martin. "Community Control of Inner-City Schools and Educational Achievement." Urban Education 10 (1976) pp. 415-28.

This article reports on the failure of New York City's school decentralization plan to improve the educational achievement of economically disadvantaged racial minorities. Schiff sees part of the reason for this failure to improve educational achievement to lie in the allegedly naive assumptions on the part of the two policy reports (Bundy Report; Peterson Commission Report) which were the basis for decentralization. Those reports were said to assume that failure of black students was essentially the result of racist teacher attitudes, and that community control would increase minority political participation at the local level, ensure greater teacher accountability, and thereby improve minority children's educational performance. He cites recent studies by Coleman (1975) and Young and Bress (1975) which indicate that neither integration/segregation nor central-control/community-control variables are as important in determining education achievements as is the matter of the child's social class and home environment. He concludes that the failure of the New York City experiments in decentralization indicates that there are no shortcuts to improving educational achievement among minority children and suggests that overcoming their educational disadvantages would require nothing less than a massive commitment and expenditures among Federal, State, and local governments.

560. Sizer, Theodore R. "Report Analysis on the Bundy Report, 'Reconnection for Learning: A Community School System for New York City.'" Harvard Educational Review 38, No. 1 (1968) pp. 176-84.

Reviewing the Bundy Report and generally supporting its recommendations, Sizer nevertheless finds it inadequate. While supporting decentralization for its involvement of parents and more personalized services, he sees no reason to think that decentralization will deal with problems of financing or overall planning. Similarly, decentralization does not contribute to integration nor the development of the "open" society. Why must children go to only one school? How do we make integrated education attractive? How do we avoid making integration synonymous with the hegemony of the dominant white culture? These are the key questions with which Sizer is concerned. He implies that alternative schools in competition with mainline public schools would facilitate change. To this end, the public will have to have the money or the power to support alternatives it likes.

561. Steel, Lewis M. "Community Control and the Courts." Community Issues 1, No. 5. Flushing, N.Y.: Institute for Community Studies, Queens College, 1969.

A former attorney for the NAACP presents a case study of the role of the courts in the New York City decentralization dispute of 1968. Three different suits are described. Steel discusses the implications of the judicial rulings, all of which supported the white educational establishment against the claims of the blacks of Ocean Hill-Brownsville. He claims that the courts are strangling the black movement by their initial decisions against decentralized community control of schools. He challenges the fairness of the courts' past rulings and calls for responsible support from the judiciary so that black-white relations do not further deteriorate.

562. Stone, I.F. I.F. Stone's Weekly 16, No. 23 (November 1968).

The entire issue, devoted to New York City's school crisis, includes an account of a visit by Stone to the Ocean Hill-Brownsville district and a discussion of Rogers' 110 Livingston Street.

563. Stretch, Bonnie. "A Community School System for New York City." Saturday Review. 16 December 1967, p. 70.

This short article summarizes the major points and ideas of the "Bundy Report," commissioned by Mayor Lindsay of New York City in 1967. The report, entitled "Reconnection for Learning: A Community School System for New York City," was the impetus for the abortive decentralization attempts in New York and the political imbroglio that followed. Stretch covers both the report itself and the mounting controversy that developed after its release.

564. Testamark, Jelen; Edwards, E. Babett; Wilcox, Preston; and Peterson, Paul. "Case Presentation: I.S. 201." In The People vs. the System: A Dialogue in Urban Conflict, Saul Tax, ed. Chicago: Acme Press, 1968.

This selection includes remarks by three major participants in the community groups that precipitated the I.S. 201 controversy in New York City, followed by a brief comment by an outside observer. Part of a year-long workshop at the University of Chicago in 1966-67, it is valuable as a set of "firsthand" commentaries on the I.S. 201 situation, made while the controversy was fresh. The three participants advocate their conception of community control, while the observer suggests some alternative perspectives on the problems community control might create.

565. Tobier, Arthur. "Decentralization, Waiting for Something to Turn Up." The Center Forum 2 (1967) pp. 1-6.

Examining the period that immediately preceded the establishment of the Bundy Committee to study school decentralization in New York City, this article includes a survey of the early controversy about decentralization and of the New York City Board of Education's early responses to the incipient pressure for decentralization. It speculates on the impending Two Bridges and Ocean Hill-Brownsville projects and is most valuable for the early perspective it provides on a subsequent crisis.

566. Usdan, Michael D. "Analysis of New York City Participation Experiments." Theory into Practice 8 (1969) pp. 267-70.

Usdan reviews selected aspects of the New York City participation experiments, reaching a series of interesting conclusions. He speculates that one source of the difficulties at Ocean Hill-Brownsville was the teachers' organization's unwillingness to give up hard-won recent recognition. He suggests that the school crisis is only one aspect of a burgeoning conflict between organized public employees and minorities. He theorizes that the new political alignments within cities must be recognized and considered, and he hypothesizes that urban educational experiments may have to be imposed on an all-or-nothing basis if they are to succeed.

567. Usdan, Michael D. "Citizen Participation: Learning from New York City's Mistakes." Urban Review 4 (1969) pp. 9-12.

Usdan believes that the difficulties in New York City are not isolated incidents predicated on the uniqueness of New York's problems, but rather the crest of a wave that will immerse the Nation. He draws lessons regarding teacher reaction to decentralization and the growing trend toward popular participation that followed the NYC experience.

568. Ward, Agee. "Ocean Hill: Education, Community, Power and the Media." Center Forum 3 (1968) pp. 1-10.

This article reports the events, opinions, and experiences of the people of Ocean Hill from August to November 1968. The author attempts to encapsulate what was occurring in this neighborhood during the three teachers' strikes of 1968. Although objective and impartial in tone, the conclusions nevertheless are sympathetic to the community. Highly informative, the piece provides the reader interested in the Ocean Hill-Brownsville controversy with a closeup perspective of one of these communities.

569. Wasserman, Miriam. The School Fix, NYC, USA. New York: Outerbridge and Dienstfrey, 1970.

The School Fix, NYC, USA is the story of I.S. 201, an intermediate school in New York which became the focus of the fight for community control in the late 1960's. In part 1, "Power and Status in the Schools," Wasserman describes the New York City school system and how it affects teachers and parents. While the illustrative cases are drawn almost exclusively from the Harlem schools, the similarities and/or differences in experiences of white. middle-class children and their parents are also discussed. The middle-class nature of the school system and its goals are shown by the attitudes of white teachers toward black and Puerto Rican students within the Harlem schools. Wasserman exhibits an admirable ability to understand both sides of the issue by thoughtfully depicting the position of the teachers--the low men in the school bureaucracy.

Part 2 is entitled "The Struggle for Power and Status." Here the effects of the strikes of 1967 and 1968 as well as the roles of the New York City administration, the Board of Education, the Council of Supervisory Associations, the media, the United Federation of Teachers, the parents--and individuals within and outside all these groups--become apparent in the battle for community control.

The third part of The School Fix, NYC, USA deals with the effects of irrelevant curriculums and the uses of grades and privileges as instruments of control over students. The crushing of the "school rebels" (community control advocates) and the beginnings of the student movement are also recounted. The postlude consists of a more general discussion of the possibilities for and interrelationship between educational and political change. This book is a sensitive, fascinating portrayal of the "201 story," of interest to anyone concerned about the subject of citizen participation in the schools. It also contains an extensive bibliography.

570. Wilcox, Preston. "The Controversy over I.S. 201." Urban Review (July 1966) pp. 12-16.

Wilcox's letter, contained in this article along with an introduction explaining the beginnings of the I.S. 201 controversy, is of considerable historical interest. It seems to have been one of the earliest written appeals for community control in the 1960's, the period of the implementation of the I.S. 201, Two Bridges, and Ocean Hill-Brownsville projects in New York City.

571. Yevish, Irving. "Decentralization, Discipline, and the Disadvantaged Teacher." Phi Delta Kappan 50, No. 3 (1968) p. 137

A member of the New York City school system for 13 years, Irving Yevish presents the case for professional control of schools in this Kappan editorial. His condemnation of the Superintendent, the N.Y. Board, and most especially, Rhody McCoy and the Ocean Hill-Brownsville Governing Board is the major thrust of the article. He argues for recognition of the teachers' problems in ghetto schools and for removal of the "disruptive child"--a controversial issue in 1967. Yevish claims that under the circumstances New York's teachers have done well, and can do better if given authority to make educational decisions without interference from political groups, the Ford Foundation, universities, and parents of the children who attend the schools.

572. Zazzaro, J. "Lessons from New York." American School Board Journal 156, No. 7 (1969) pp. 3-4.

The article summarizes a report on the New York City decentralization crisis made by the decentralization committee of the Council of Big City Boards of Education, an arm of the National School Boards Association.

573. Zimet, Melvin. Decentralization and School Effectiveness. New York: Teachers College Press, Columbia University, 1973.

This is a case study over a 2-year period of a single school district in the South Bronx under the 1969 New York decentralization law. The implementation of this law was seen by community control advocates as leading to greater effectiveness, increased innovation, a redefinition of accountability, and integration of schools with the community. Zimet found, however, that the law resulted in no improvements in the quantifiable criteria of reading scores, teacher and student attendance, vandalism, student suspensions, or teacher and principal transfers. He attributes the failure of the decentralization law primarily to its ambiguity--its emphasis was on administrative decentralization rather than community control. Decentralization does not guarantee community control, Zimet states, and underlines his point with examples from School District 7.

The decentralization law did provide for some transfer of authority from the city's Central Board of Education to the directly-elected Community School Boards. The community had an important active role in the schools. The accountability of the professional staff and the Community Board was explicit and the diversity of student needs from district to district was recognized. However, the placement of power in the hands of the community via direct election of Community Board members resulted in yet another field of community political conflict--in this base between black and Puerto Rican residents in each district. The only other real concession made to community control was the selection of Community School Superintendents by the Community Boards.

Zimet concludes that the concept of community control has not proven itself under the 1969 decentralization law, but adds that it was given little chance, hampered by the structure of that law. He makes specific recommendations for greater effectiveness and community input which, along with the historical background and details of the law's implementation and results, provide a valuable guide to the problems of decentralization. While the program failed to provide a new and more innovative, community-oriented structure, Zimet's analysis of what went wrong is interesting, practical, and politically perceptive.

There is a lengthy and useful bibliography.

DISSERTATIONS

King, Kenneth Douglas. *Attitudes on School Decentralization in New York's Three Experimental School Districts*. 32A:3615.

McCoy, Rhody Arnold Jr. *Analysis of Critical Issues and Incidents in the New York City School Crisis 1967-1970 and Their Implications for Urban Education in the 1970's*. 32A:1753.

Promuto, Marie. *The Real Role and the Ideal Role of Community School Boards in New York City as Perceived by Selected Reference Groups*. 36/8A:4934.

C. Washington, D.C.

574. "Challenge of a Community-Controlled School." Discussion. Instructor (August 1970) pp. 62-63.

The Morgan Community School of Washington, D.C., is part of that city's school system, yet it is largely governed by a local school board. This article, a discussion between the principal and two teachers, briefly covers a wide group of issues, ranging from the philosophy underlying the basic changes at Morgan to differences in classroom procedure.

575. Gordon, Sol and Kassin, Doris. "The Morgan School, Washington, D.C." New York: Center for Urban Education, April 1971. 56 pages. ED 061 375.

Gordon and Kassin trace the development of the Morgan School in Washington, D.C., from 1967 to 1971 and discuss the planning, the meetings, the politics, the university involvement, the problems and the results of one community's efforts to achieve community control of its school. The focus is on the conflict between the university and the community and on the problems involved in personnel issues.

576. Haskins, Kenneth W. "The Case for Local Control." Saturday Review, 11 January 1969, p. 52.

Kenneth Haskins, formerly the principal of the Morgan Community School in Washington, D.C., presents a passionate argument for local control of schools and against the institutional racism of the white-administered city schools, which has resulted in educational failure. Community control is seen as a necessary ingredient in the success and support of any institution that is supposed to save a certain segment of the population. Haskins does not consider the attempts at community control to be successes yet, but he does insist that it is the trend of the future and the only hope for inner-city schools.

577. Jacoby, Susan L. "The Making of a Community School." Urban Review (February 1968) p. 3.

This article reviews the foundation, and early successes and tribulations, of the Morgan School in Washington, D.C. The operation of this urban school was virtually turned over to an elected community school board, working in conjunction with Antioch College, in the spring of 1967. The article is particularly instructive in that it records a series of friction points that have hindered the operation of this community school.

578. Lanter, Paul. "The Short, Happy Life of the Adams Morgan Community School Project." Harvard Educational Review 38, No. 2 (1968) pp. 235-62.

This is a case study of an attempt at a community-controlled school. The author discusses his experience in the controversial Washington, D.C., testing of the community control idea. Along with community control, the project attempted major innovations in curriculum, teacher and paraprofessional training and development, and university participation. This article discusses the development and failure of these various innovations. The material and psychological constraints on all participants--students, parents, teachers, community interns, and administrators--were powerful enough to seriously undermine the positive achievement. Lanter's conclusion: the issues of community participation, teachers' attitudes and preparation, classroom organization and curriculum, and the roles of outside agencies all must be worked out together or the educational fabric will unravel almost as quickly as it is stitched. (See also discussion, Vol. 30, No. 1, pp. 161-64.)

579. Myers, Phyllis. "Schools: Morgan's Tentative Revolution." City 2, No. 6 (1968) pp. 6-14.

This article is a thorough description of Washington, D.C.'s community-controlled Morgan Elementary School.

580. Mooresfield, Story. "Morgan Follows Through: Community Control and Follow Through, Washington, D.C." American Education 6 (1970) pp. 31-33.

The Morgan School was the first of the Washington, D.C., schools allowed to operate under the supervision of a local board (although general policy directives from the Central District school board are obeyed). This article examines the school's Follow Through programs, designed to give children in the formal school situation the same kind of personalized attention that they received in the Head Start preschool program, and is extremely favorable to the program.

581. Rosenbaum, David. "A Capital Success Story." New York Times, 9 January 1969, p. 68.

The article is a brief but useful description of the Morgan Community School in Washington, D.C., a school successfully decentralized and community controlled, according to the author.

D. Chicago

582. Cibulka, James C. "School Decentralization in Chicago." Education and Urban Society 7, No. 4 (1975) pp. 412-38.

The author begins by noting that despite a decade of militant civil rights activity, Chicago has seen relatively little movement towards school decentralization. This record is reviewed and readers are given interesting background information on the structure of the Chicago school system, its 1970 system of advisory councils, and Woodlawn's nearly successful attempt at community control. In addition the author compares Chicago's movements towards decentralization with those of other cities: New York, Los Angeles, Detroit, and Rochester, and explains Chicago's lack in terms of a theoretical perspective.

That theoretical perspective (pp. 421-32) may be mystifying to readers without a background in sociological theory. Basically, the author's argument is as follows:

(1) Historically, community control movements arose out of a frustration/disillusionment with the pace of racial integration. On this count Chicago should, but does not, have a strong, militant community-control movement.

(2) The above hypothesis (i.e., "sequential model") ignores the limitations and variations in the organizational resources of community action movements. In Chicago:

(a) there was no cosmopolitan, extralocal, i.e., nonghetto support for community control; and

(b) the Daley machine was by and large able to control the flow and distribution of Federal funds (another potential, extralocal source of support).

(3) Finally, (see author's reference to Easton's "system model," p. 436) reform movements and political militancy tend to escalate from dissatisfaction with persons, to dissatisfactions with specific institutions and finally to disaffection from the whole system. In Chicago, discontent focused and remained focused on persons--either Daley, the district superintendent, or principals objectionable to the black community. This discontent was co-opted by the removal of those principals. However, what seemed to be a concession to community pressure was actually the exercise of centralized power. Moreover, this exercise actually recentralized Chicago's school system.

Highly recommended: a good example of how social science theory and research can be brought to bear on an important public issue.

583. Holton, Clara K. "The Challenge of Change: Roles and Relationships." Educational Leadership 29 (1971) pp. 136-38.

Holton relates how present school bureaucracies perpetrate some problematic relationships. Her belief in the restructuring of schools is illustrated by the Woodlawn Experimental Schools Project, which provides a new model for educational decisionmaking.

584. "Parental Control of Schools Urged by Catholic Group." Christian Century, 22 September 1971, p. 1103.

The article describes the report of a Roman Catholic school study commission in Chicago, which recommends community control of parochial schools and the incorporation of parochial schools separately from parishes.

E. Detroit

585. Grant, William R. "Community Control vs. School Integration in Detroit."

Public Interest 24 (1971) pp. 62-79.

From his experience of the Detroit controversies fo 1969-70, Grant answers the question, "Are community control and integration compatible educational goals?" with a resounding "No!" The attempt of the liberal Detroit Board of Education to combine both decentralization and integration in one plan resulted in a strong white backlash, which removed the liberals from office and elected a conservative board which then implemented a decentralization plan that increased white control in almost all districts. The conclusion that Grant reaches is that whites who opposed decentralization now suddenly favor community control because it protects their schools from being integrated.

586. Green, R.L. "Community Control and Desegregation." School Review 81, No. 3 (1973) pp. 347-56.

Defining community control as the drive "tom make the educational system accountable to parents for both the results and resources of education," the author goes on to argue that, despite "white-flight" and residential, urban/suburban segregation, community control and multiracial education are not mutually exclusive goals. The solution is said to be metropolitanization. This is followed by a brief reference to Detroit's "cluster plan" for school desegregation as an example of how integration and community control may be accomplished within the context of a metropolitan school system.

587. Greenberg, Saadia R. and Johnston, R.E. "Parent Demands and School Decentralization in Detroit." Urban and Social Change Review 6, No. 1 (1972) pp. 16-21.

Based on the questionnaire responses of active PTA-PTO organizations in five Detroit districts, this study of decentralization focuses on the involvement of parents in the demand for school decentralization. Two competing explanations of decentralization are proposed. The first, the "grassroots" model, suggests that public demands for greater say in school affairs impel the adminstration to break the school system into smaller geographical units. The new political units thus created would stir an apathetic public into governmental participation. The second model argues that the elite administration implements decentralization as a kind of token gesture toward community advocates, while retaining the essential power and preventing more radical types of change.

The PTA groups chosen for study were from two black ghetto areas, two middle-class white residential areas, and from one predominantly white, working-class, industrial section of the city. The respondents were asked about their attitudes and evaluations of the Detroit public school system, their school-related interactions with friends, family and school staff, and their feelings about the decentralization plan then being designed. From the data presented in this article, the authors conclude that there is little evidence to support the "grassroots" model of decentralization. Decentralization is seen as an administrative response to small but vocal groups of activists. Decentralization serves to defuse discontent and protect the central administration.

588. Jenkins, M.A. and Shepherd, J.W. "Decentralizing High School Administration in Detroit: Evaluation of Alternative Strategies of Political Control." Economic Geography 48, No. 1 (1972) pp. 95-106.

A case study of the political effects of various alternative, redistricting schemes in Detroit's school decentralization plan. The issue was what form of districting would enhance the political power of Detroit's black community. The authors conclude that decentralization and community control based on ethnically homogeneous communities would enhance the political power of Detroit's blacks, but that it would make intracity racial integration impossible.

589. Pinder, Wolfgang. "Legislative and Judicial Roles in the Detroit School Decentralization Controversy." Journal of Urban Law 50, No. 1 (1972) pp. 53-77.

This paper discusses the events leading up to the implementation of decentralization in Detroit public schools. It also includes a discussion on desegregation, which was to be included in the decentralization plan for Detroit. Focus is on this dual purpose; passage of a State legislative act called for the decentralization of the schools, but the Detroit Board of Education had decided to desegregate them as well. Pindur provides a good overview of both concepts, with references to both the educational and legal literature and touches on community reactions, legislative reactions, and the role of the judiciary in the controversy.

DISSERTATIONS

Cooper, Wayne Deloris. The Development of Guidelines for the Decentralization of the Detroit Public School System: A Study of Power and its Distribution. 32A:6094.

Kennedy, Jessie. Community Involvement Since Decentralization: The History of the Process in Region One of the Detroit School System, 1971-74. 36/11A: 7099.

F. Los Angeles

590. Caughey, John. "Decentralization or Integration in Los Angeles?" Integrated Education 9, No. 4 (1971) pp. 39-44; and
Johnston, William J. "Integration and Decentralization in Los Angeles." Integrated Education 9, No. 6 (1971) pp. 12-14.

The first article of this discussion of the Los Angeles decentralization plan argues that the plan would confirm segregation; the second article disputes that claim.

591. Caughey, John and Caughey, LaRee. "Decentralization of the Los Angeles Schools, Front for Segregation." Integrated Education 7, No. 5 (1969) pp. 48-51.

The authors analyze the Los Angeles decentralization plan in the light of the contention that the plan will tend to confirm segregation.

592. Gurule, Kay and Ortega, Joe. "L.A., Decentralization with Problems." Inequality in Education 15 (November 1973).

The authors challenge the contention that decentralization in Los Angeles schools has met the needs of the community. They point out that the reins of power are still held by the central Board of Education. The local boards set up under the decentralization plan have only advisory authority and no real say in policy.

A companion article, presenting the administration view, is Jerry F. Halverson's "L.A., Decentralization with Promise," appears in the same issue, and is included in this bibliography.

593. Halverson, Jerry F. "L.A., Decentralization with Promise." Inequality in Education 15 (November 1973).

The author, Associate Superintendent of the Los Angeles Unified School District and legal counsel to its Board of Education, gives a brief history of the decentralization of the Los Angeles public schools. The structure of the new system and its provisions for community participation are discussed, as well as the progress made by the plan.

A rebuttal to this administration overview of the process is provided in "L.A., Decentralization with Problems," by Kay Gurule and Joe Ortega, in the same issue and also included in this bibliography.

594. O'Shea, David. "School District Decentralization: The Case of Los Angeles." Education and Urban Society 7, No. 4 (1975) pp. 377-92.

O'Shea examines the Los Angeles school decentralization plan and concludes that it represents an administrative effort to protect the school system from the community conflict, rather than an effort to foster citizen participation. Noting the new role of school-building principals as key agents of community relations, he urges citizen groups to become more active in the selection and evaluation of principals.

G. Louisville

595. Back, J. and Foster, Car M. "A Neighborhood School Board: Its Infancy, Its Crises, Its Growth." Education 95 (1974) pp. 145-62.

This is a first hand report of a neighborhood school board at the Roosevelt Elementary School (RNSB), an inner-city school in Louisville, Kentucky. Both authors were intimately involved; Foster as principal, and Back as counselor.

Although the RNSB was established before Foster was hired, it was fully developed under his administration. Both he and Back take the reader through this difficult but rewarding journey. They emphasize the initial fears and pessimism and point out specific events which heightened the board's belief in its own capability. This belief enabled the board to expand its activities in various school affairs, e.g., teacher hiring and evaluations. In April of 1974, Roosevelt School was scheduled to close because of building age and enrollment decline. The board submitted a letter to the Superintendent of Louisville Public Schools (a strong supporter of their cause) and a petition with 2,000 signatures in support of continuing this community-controlled school. This effort proved to be successful.

596. Doll, Russell C. "Systems Renewal in a Big-City School District: The Lessons of Louisville." Phi Delta Kappan, April 1973.

This article was written for the purpose of bringing the "lessons of Louisville" to the attention of educational planners in other school districts. A few schools were chosen to take part in "Project Focus." In this project, teachers were put into teams of 8, with a coordinating teacher, a regular teacher, 4 Teacher Corps interns or adult volunteers, and 2 paraprofessionals. The team worked with "family groupings" of 100 to 200 students, providing a student/adult ratio ranging from 25:1 to 12:1. It was hoped that each Focus school would eventually be governed by a "mini-board" composed of parents, teachers, and pupils. Parents were to be closely involved in program planning and curricular changes "as needs arise."

The boards vary in size from 9 to 38 members, and have begun to define their functions. These include participation in the selection of teachers and Teacher Corps interns and participation in budgetary matters. In several schools, the boards have participated in the selection of principals.

H. Newark

597. Mann, Eric. "The Newark Community School." Liberation 12, No. 5 (1967) pp. 26-33.

This prospectus for a community school in Newark is founded on professedly radical ideas of community involvement. It outlines the organizers' presuppositions on education of ghetto children and the curriculum to be followed.

598. Rich, Leslie. "Newark's Parent-Powered School: Springfield Avenue Community School." American Education 7 (1971) pp. 35-39.

The Springfield Avenue Community School in Newark, New Jersey, is a ghetto school run by parents. This article describes briefly and eloquently both how that primary (1st to 4th grades) school functions and the principles that underlie it. Included are comments by both parents and teachers, interspersed with observations on all aspects of the school's operations.

I. Other Places

599. Erickson, D.A. and Schwartz, H. "What Rough Rock Demonstrates." Integrated Education 8, No. 2 (1970) pp. 21-34.

Rough Rock was a Navaho, community-controlled, OEO-funded "demonstration" school. The authors participated in an OEO-sponsored research project comparing/evaluating Rough Rock with three other more traditional Navaho schools run by the Bureau of Indian Affairs. Their research showed that Rock Point, the BIA's experimental school, has better educational programs and achievements than Rough Rock. From this, the authors argue that community control does not automatically bring better education. Nor does it enhance parent power. Parts of this study document the impotance of the local community school board as compared to the power of Rough Rock's white school director. The authors suggest that community control is especially difficult to realize with nonmilitant, isolated, and culturally and linguistically disenfranchised ethnic minorities.

600. Foley, Fred J. "The Failure of Reform: Community Control and the Philadelphia Public Schools." Urban Education 4 (1976) pp. 389-414.

This case study argues that the failure of school decentralization was due to a lack of power sufficient to overcome the opposition of groups who depended upon and actively defended the historically centralized and professionally-dominated Philadelphia public school system. Decentralization was supported by the school superintendent but opposed by an established, conservative, citywide parent organization. On the other hand, neighborhood, community-based groups were divided along racial lines. Public officials, State and local, stayed aloof. In addition, there was no contact between community groups and antipoverty agencies. Such contacts, had they existed, could have provided indigenous leadership and external support for school reform.

601. Morse, Tom. "The Everywhere School: A Black Community's Bid for a Future." School Management 13 (1969) pp. 39-42.

The Hartford, Connecticut, South Arsenal Neighborhood Development Corporation designed an urban renewal plan which would sprinkle schoolrooms "everywhere" and would rebuild an entire community around its schools. The article details this highly imaginative plan, embracing everything from the construction of the actual buildings to the organizational structure of the schools.

602. Scott, Robert E., et al. Urban School Decentralization: National Issues and Prospects for San Francisco. San Francisco Center for Public Education, 1974. 46 pages. ED 121 873.

Although the focus is on the history and the current status of attempts to "decentralize" the San Francisco school district, much of this document deals with the general issue of decentralization. In addition to a short theoretical discussion of the concept (see the introduction), this document gives an historical overview of decentralization movements in the context of "urban unrest" (see part 1) and surveys the decentralization experiments in St. Louis, Los Angeles, Washington, D.C., Detroit, and New York City.

603. Thomas, George B. "Tension: A Tool for Reform." Saturday Review, 19 July 1969, p. 50.

George Thomas formerly of the Harvard Graduate School of Education, highlights several attempts at reform and community control in the Boston school system. He claims that the only way for concerned parents to force change on the static big city systems is by playing the game of "pressure politics." The two experiments in Boston that have shown any progress--the Model Demonstration Subsystem and the King-Timulty Advisory Council (both in Roxbury)--have used "tension" politics in order to achieve their demands and wrest some power from the central board and administration.

J. Comparative Research on Community Control

604. Boyd, William L. and O'Shea, David W. "Theoretical Perspectives on School District Decentralization." Education and Urban Society 7, No. 4 (1975) pp. 357-76.

This is a case study of school decentralization in three cities: Los Angeles, Detroit, and New York City. In distinguishing between decentralization and community control, the authors propose a theoretical model which takes into account: (a) the source and nature of the demand, and (b) the organizational response of the school system. In other words, decentralization schemes may arise from and actually result in a political change from central to local control. Or, they may be the result of central administration's perceived needs in the interest of efficiency, flexibility and/or conflict resolutions. The former is the "sequential model"; the latter is the "organizational model." In all three cities, the original demand came from minority-group parents. In New York City and Detroit the response was political, i.e., some degree of political control. In Los Angeles the response was organizational; its system of advisory councils were an administrative device for generating information (i.e., "boundary-scanning-mechanisms") about parent perspectives rather than institutions of shared decisionmaking.

605. Cibulka, James G. "Suburban and Urban Models of Community Control." Paper presented at the Annual Meeting of the American Educational Research Associa-

tion, Washington, D.C., April 1975. 41 pages. ED 105 030.

This paper deals with the question of whether the suburban experience with local control of education can be instructive for urban, poor, minority efforts at community control. Cibulka argues that despite the obvious differences, that suburban experience can be instructive. The argument proceeds via a review of the research on suburban school politics.

606. Howell, Lloyd H. "Decentralization Patterns of Action in Great Cities." North Central Association Quarterly 44, No. 2 (1969) pp. 257-60.

The author briefly discusses the historical roots of decentralization and the patterns of decentralization in 26 great cities. The three basic patterns are advisory councils, citizen control, and district boards of education. The author notes that the decentralization plans current at the time of the article for the most part seek citizen involvement, with little attention to citizen control.

607. LaNoue, George R. and Smith, Bruce L.R. "The Political Evolution of School Decentralization." American Behavioral Science 15, No. 1 (1971) pp. 73-93.

The authors describe and analyze the development of school decentralization as an issue in New York, Detroit, Los Angeles, and Washington, D.C., offering on this basis some tentative conclusions about the participants, issues, and outcomes of school decentralization politics. The research reported is based on a 3-year study of the subject. The entire issue is devoted to urban decentralization and community participation.

608. LaNoue, George R. and Smith, Bruce L.R. The Politics of School Decentralization. Boston: D.C.Heath & Co., 1973. 291 pages.

This book represents an attempt based on a review of literature, original survey research on 29 cities, and detailed case studies of 5 cities: St. Louis, Washington, D.C., Los Angeles, Detroit, and New York City, to provide an empirical base for a theoretical and public policy analysis of the decentralization movement in urban education.

The authors fail to come up with any hard and fast social scientific generalizations (see chapter 3, "Social Correlates of School Decentralization"). However, they do succeed in providing a wealth of useful, "readable" information on school decentralization in the 5 cities (see chapters 4-8). In each case, the readers' attention is focused on who, why, and how the issues had been put on the agenda; what interest groups and institutions, i.e., teachers' organizations, parents, school boards, foundations, and city, State, and Federal governments were involved; and the impact on school governance and citizen involvement. With respect to citizen involvement, the authors found (as summarized in chapter 9, pp. 227-31, 235-39) that:

(1) The original leadership and impetus did not come from established politicians or policymakers, but from urban minority movements.

(2) In all 5 cities, decentralization was initially supported by the "unstable coalition" made up of school boards, minority movements, teachers' organizations/unions and established educational interest groups. This broke down in the face of the racial implications of community control. Advocates of the latter were forced to appeal to external political authorities, usually the State Legislature. Here the record has been mixed: Michigan and New York were supportive, California was negative, Missouri was inconclusive.

(3) The Office of Economic Opportunity-Community Action Program and the Federal Office of Education did intervene with money and support. However, financial support (much of it from OEO) has dried up. Similarly, the Tax Reform Act of 1969 has made foundation support more difficult to obtain.

(4) Decentralization has increased the number of participants and changed the character of school activists. New activists tend to be upwardly mobile minority members with few previous ties or experiences with citywide politics. However, there have not been any massive increases in grassroots participation. (Here the authors cite low and consistently lower voter turnout for local school-board elections.) Finally, increased parental participation has not led to increased parental influence (the authors cite Los Angeles school advisory councils).

(5) Decentralization has either led to or been accompanied by increased racial polarization and ethnic (black and white) identity. However, blacks, Hispanics and white-ethnics were found to share an emphasis on discipline and "basic education" and a mutual distrust of professional educators' prerogatives.

Chapter titles include:

1. The Political Setting of Decentralization.
2. Development of the School Decentralization Movement.
3. Social Correlates of School Decentralization (the only section which may be too technical for some nonprofessional readers.)

4-8. Case studies of St. Louis, Los Angeles, Washington, D.C., Detroit and New York City respectively.

9. Conclusions.

In addition, there are 14 tables. The following tables should prove most useful:

Chapter 7: Case Study of Detroit
- Neighborhood Attitudes Towards School Finance and Integration, p. 139.
- Racial and Organizational Identifications of the Winners of the 1970 Detroit Regional School Board Elections, p. 142.
- Issue Orientation of the Winners in the 1970 Detroit Regional School Board Election, p. 143.
- Attitudes Towards School Decentralization in Detroit by Race, p. 150.

Chapter 8: Case Study of New York
- Ethnicity and 1970 New York City School Board Elections, p. 189.
- Elected Local School Board Members and Slate Affiliation by District, p. 194.
- Slate Success in Community School Board Districts Classified by Race, p. 195.
- Slate Attitudes Towards Educational Policy (winners only) in 1970 Community School Board Elections, p. 196.
- Educational Policy Attitudes of Winners Classified by Ethnicity and Occupation in 1970 Community School Board Elections, p. 200.
- Educational Policy Attitudes of Participants in 1970 Community School Board Elections, p. 202.

609. Noack, Egs. "Satisfaction of Parents with their Community Schools as a Measure of Effectiveness of the Decentralization of a School System." Journal of Educational Research 65, No. 8 (1972) p. 355.

Report of the author's research showing that type of district, i.e., centralized vs. decentralized, was a more significant indicator of parents' satisfaction with their schools than the parents' ages, socioeconomic status, and other individual and community demographic variables. Parents in decentralized school districts were more satisfied.

610. Ornstein, Allan C. "Administrative/Community Organizations of Metropolitan Schools." Phi Delta Kappan 54, No. 10 (1973) pp. 668-74.

Ornstein outlines the arguments between the two types of decentralized administration of inner-city school systems; community control vs. community participation. He highlights his own study of 65 school systems that have decentralized, of which only two cities (New York and Detroit) have included community control in their plans. Presenting (in table 4) arguments pro and con concerning the community-control issue, he states that nearly all the available evidence affirms the position that centralized policymaking is the best procedure.

611. Ornstein, Allan C. "Decentralization and Community Control." Education Forum 39, No. 4 (1975) pp. 449-63.

Ornstein argues that "liberal dogma," black power movements, and attempts to co-opt and placate the latter, rather than a scientific analysis of school problems and children's needs was the basis for community control and school decentralization plans of the late 1960's and early 1970's. Though polemical, this article is quite useful. Readers who disagree with Ornstein's position will still find his summary and analysis of task force reports and community control/decentralization plans for New York City, Los Angeles, Philadelphia, Chicago, and Detroit very informative.

612. Ornstein, Allan C. Metropolitan Schools: Administrative Decentralization vs. Community Control. Metuchen, New Jersey: Scarecrow Press, 1974. 239 pages.

This book represents a useful introduction to the literature, perspectives, and research on the topic. It provides a wide survey on the status of school decentralization and includes a polemical, yet thought-provoking, critique of community control. Chapter titles include:

(1) "Administration Organization Theory."
Here the author attempts to arrive at a model for conceiving school systems as essentially bureaucratic institutions which may be made to be more "adaptive", i.e., responsive. The author opts for administrative decentralization with citizen involvement via advisory committees rather than full community control.

(2) "Research Problems."
This chapter is essentially a critical review of the literature, research, and public-policy documents with respect to decentralization and community control. The author argues that the arguments for community-control are based on "soft" research on ideological and political considerations rather than educational and social-scientific factors. The chapter concludes (pp. 109-21) with suggestions to "test" the impact of community control on school responsiveness and education achievement.

(3) "Case Studies: Medium-Sized City and Suburban Schools."
This may be the most informative chapter of the book. It represents the results of the author's survey (via a self-administered questionnaire by school administrators) on the status of school decentralization in 61 communities around the Nation. This chapter concludes with a useful bibliography organized in terms of the communities that were surveyed.

(4) "Case Studies" Detroit and New York City."
Based on a somewhat selective and eclectic review of the literature, Ornstein concludes that the New York and Detroit experiences show the limitations of community control. More specifically he argues that:

(a) There is little positive impact on "participation/responsiveness." He cites the low and decreasingly lower electoral turnout as evidence of community difference and/or alienation from the militants' call for community control, noting New York City's local community-school board elections. Other researchers have pointed to de facto and de jure barriers to voting for explanations of low turnout.

(b) There is no direct, positive impact on educational achievement while the "climate" engendered by the community control movement is alleged to have increased student violence and vandalism.

(c) Community school boards have become the vehicle and arena for ethnic/racial conflicts over patronage and have engaged in fiscal irregularities.

613. Ornstein, Allan C. "School Decentralization: Descriptions of Selected Systems." NASSP Bulletin, March 1975.

This is quite useful as a concise summary of the author's research and observations on community control continued in other more lengthy publications. The first part of this piece distinguishes between: administrative decentralization, community participation, and community control. These distinctions are then illustrated in a brief survey and description of the mechanisms of citizen participation in the following school districts: Dade County (Florida), St. Louis, Minneapolis, Oakland, Detroit, El Paso, and New York City. After noting that the most common mechanism seems to be the institutionalization of councils and advisory committees, Ornstein observes that:

> Advisory committees were usually appointed by school authorities, and in a few cases the committee members were elected from the community. Whenever guidelines were established and made available, the school boards usually reaffirmed their own authority and expectations that the advisory committees abide by the rules and regulations of the system. It would seem, then, that despite pressure for community control in some places, the school officials have managed to maintain authority.

614. Pilo, Marvin R. "A Tale of Two Cities." Education and Urban Society 7, No. 4 (1975) pp. 393-411.

Pilo traces and compares the community control movements in New York City and Detroit. While noting the demise of that movement in both cities, he concludes that school decentralization has created the precedent and momentum for increased community participation in school management.

615. Powell, Janet. Decentralized Decision-Making. ERS Information Aid. Washington, D.C.: Educational Research Service, March 1975. 24 pages. ED 102 655. Available from Education Research Service, Inc., 1815 North Fort Myer Drive, Arlington, Va. 22209.

Powell reports on a nationwide survey of decentralized decisionmaking. Decentralized decisionmaking is defined as: "the involvement of building-level principals in districtwide decisions." Consequently much of the discussion is focused on and would be most useful to principals. The report concludes with a look at four school districts which have decentralized authority at the building level.

616. Ravitch, Diane and Grant, William. "School Decentralization in New York City and Detroit's Experience with School Decentralization." Washington, D.C.: Center for Governmental Studies, 1975. 9 pages. ED 113 428.

This document contains two brief, descriptive case studies of school decentralization plans in the two cities. Diane Ravitch describes the problems that New York City encountered in implementation of the 1969 Decentralization Law. Due to the large number of districts after decentralization, newspapers were unable to keep the public informed of the issues in education in each area. Thus the public remained uninformed on the same issues that required participation. She found that decentralization did not change the crime or attendance rates at the schools and the desegregation issue became sidetracked.

In Detroit, the decentralization plans divided the school district into 8 large regions. While the central board controlled the budget, the regions could choose administrators and teachers from a central list of names. Although the regions were allowed to control the curriculum, very few changes were made. However, Grant argues that: "Even the critics of decentralization in Detroit concede that it has accomplished two of its central purposes. It has produced a grassroots school board, even though that has created some problems not foreseen by the authors of the State's decentralization law, and it has involved more people in school affairs."

617. Skeen, E.M. "A Community-Controlled School: The Effects on Student Perceptions on Locus of Control." Journal of Black Studies 5, No. 2 (1974) pp. 210-24.

This is primarily a research report on the effects of community control on school children's perceptions of themselves and their environment. The author compared children in a community-controlled school with those in a "traditional" school and found that while there were no differences in levels of anxiety or pupils' self-esteem, children in the former case had a more positive attitude towards their teachers and felt themselves, their parents and their teachers to have more influence. The research data and report are quite technical: most nonprofessional readers will have trouble following it. Fortunately, the findings are summarized (pp. 222-24) and the majority of this article (pp. 211-18) is devoted to an interesting, narrative case study of the community-controlled school which was chosen as the research site. It documents the community's initiative (with the help of Saul Alinsky's Industrial Areas Foundation) in achieving community control and compares parental involvement in both types of schools. In the community-controlled school, parents exercised the decisive voice in choosing and implementing a new reading program; in the traditional school, parents were involved only as classroom volunteers.

618. Walter, Stephen E. and Streit, Kenneth. "Community Control in Education." Clearinghouse Review (May 1973) pp. 13-14.

The authors survey the current legal setting for efforts at community control and decentralization, given a school board either amenable or hostile to a community's demands. The article refers to literature on community control attempts in New York City, Philadelphia, Washington, D.C., Boston, and Detroit. It also mentions three frequently cited Federal cases having to do with community control of education: Oliver v. Donovan, 293 F. Supp. 958 (New York, 1968); Owens v. School Comm. of Boston, 304 F. Supp. 1327 (Massachusetts, 1969); and Norwalk CORE v. Norwalk Board of Education, 298 F. Supp. 213 (Connecticut, 1969). The article also refers to a 1973 U.S. Supreme Court decision, which gives some indication of the thinking of the members of the Supreme Court: San Antonio Independent School District v. Rodriguez, 41 U.S.L.W. 4407 (U.S., March 21, 1973.)

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DISSERTATIONS

Austin, William Lamont. *A Comparative Study of Decentralization in Selected Schools and Industries*. 32A:109.

Buntin, James Clarence. *An Analysis of the Socio-Historical Factors in the Development of Community Controlled Schools*. 33A:5959.

Hammonds, Robinson. *A Case Study of the Views of Key Participants in Local School Affairs Relative to Community Participation Under Decentralization*. 35/8A:4907.

Knox, Owen Lloyd. *Processing Environmental Demands: A Case Study of Decentralization*. 32A:3617.

Muth, C. Robert. *A Study to Develop a Decentralized Organization Model for Urban School Systems and to Demonstrate a Process of Decentralization of Decision-Making at the Elementary School Level*. 31A:3831A.

Paige, Larry Fuller. *Local School District Reorganization in Michigan: Centralization and Decentralization...1970 Perspectives*. 32A:2970.

Peterson, Jon Martin. *Bureaucracy and Decentralization in Urban School Systems*. 31A:5092.

Stier, Milton Joseph. *A Comparative Case Study of the Effects of Local Control of an Experimental Urban School District on Selected Educational Variables*. 31A:6323.

Viering, Richard Frederick. *Administrative Decentralization: Perceptual Study of a Model*. 31A:5101.

Zenke, Larry Lynn. *A Study of the Organizational Structure of a Selected Urban Decentralized School System*. 31A:5743.

CHAPTER 10

SCHOOL COUNCILS AND CITIZEN ADVISORY COMMITTEES

Councils and advisory committees are both the oldest and, subsequent to Federal program initiatives and the community-control struggles of the 1960's, the most prevalent modes of citizen participation in school policy. Despite their often limited mandates as strictly "advisory" bodies, their potential has yet to be realized; their effectiveness has yet to be systematically evaluated. However, as can be seen by the selections below, there is an evergrowing body of commentaries and case studies on councils. In addition, some of the works annotated in other chapters contain references to councils. Readers are invited to consult the Topical Index under "Councils".

619. "Advisory Groups: New Voices Gain Stature in Old Power Structure." Nation's Schools 84 (1969) p. 42.

The article briefly surveys a parent-student-faculty advisory board installed at the Bronx High School of Science in New York and a similar structure (known as the school-site advisory committee) adopted by San Francisco high schools. Both organizations handle a wide variety of school problems and issues (ranging from student demands on curriculum to discipline) and appear to have been successful.

620. Azarnoff, Roy. "A New Model for Working with School-Community Councils." NASSP Bulletin, January 1974, pp. 58-62.

The author's thesis is that the traditional problemsolving model usually results in the parents blaming the school and the school blaming the parents. This type of participation therefore ends in a deadlock. In contrast, this article suggests the employment of a growth model. The first step of this growth model requires that both parents and educators together assess the needs of the community.

In general, the author's emphasis is on the interpersonal dynamics of parent school cooperation and joint decisionmaking. His approach and the growth model itself may be summarized in the following passage:

> A broad statement of needs also facilitates the development of groups of individuals which can work toward specific goals related to their interests. As consensus is achieved, priorities can come into clearer focus and trust can increase. More individuals can be brought in and the growth cycle expanded. When a group can shift from its stated problem of trying to change a

"traditional system which is failing to educate children," to an assessment which indicates that "a variety of educational styles are needed so that each child may be educated in a way that best suits him and his parents," a consensus can be developed that an alternative school (school-within-a-school) should be established.

621. Beamish, Douglas M. "Case Study: A Los Angeles Secondary School Community Advisory Council." Unpublished Ed. D. dissertation, University of California at Los Angeles, 1974.

This participant-observation of a council indicated that council resolutions were almost always passed unanimously but were of such a nature as to have little effect on the instructional program of the school; council members viewed themselves as representatives of the community and not (as perceived by the administration) as school-to-community communicators and support builders; council members were disappointed in their influence on school policy.

622. Blankenship, Alden H. "Local School Systems Benefit by Citizen Co-operation." In Citizen Co-operation for Better Public Schools, 53rd Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1954.

Blankenship's argument is that citizen participation is a vital factor in the proper functioning of local school systems. He calls for advisory roles for citizens and other local groups in matters of curriculum, budget, building, and policy. Perhaps the most important role citizens can play is that of independent but interested fact-finders, making recommendations. Many case studies of local communities and their citizen committees are cited.

623. Blumenberg, Eleanor. "School-Community Advisory Council: For Better or for Worse?" Journal of Secondary Education 46 (1971) pp. 60-62.

The answer, according to Blumenberg, hinges on the use of the council, which in turn depends on the principal. The author warns that while advisory councils are potentially valuable remedies to certain pathologies afflicting schools, they are not miracle drugs. The bulk of her article consists of caveats directed at the school principal on how to establish and maintain such councils.

624. Blumenberg, E. and Marmion, W.H. "Behind the Headlines: The School Community Council Movement in Long Beach." Thrust for Educational Leadership 2, No. 3 (1972) pp. 43-48.

This is a case study written by--and primarily for--educational administrators of a California school system program of decentralized decision-making. The lay organ of that system is the school community council. The article goes on to describe the origins, design, workings, and prospects of these councils, attached to each school and functioning in an advisory capacity. The councils were created by administrative fiat and were not either State mandated or citizen initiated. They were designed by Steering Committees made up of administrators and policymakers with a PTA representative constituting "community involvement." These councils, set up without "politics" and designed, say the authors, to be "nonpolitical", are primarily instruments of involvement/advice rather than control or powersharing. Much of this piece is devoted to describing the Steering Committee's successful attempts to allay the fears of school principals. The rest is devoted to laying out the general criteria (without any supporting data on membership or the working of actual councils) for the successful, healthy functioning of councils. The authors conclude on a note of optimism but warn against the belief that councils alone can be the cure-all for education problems and citizen alienation from public education. This is a good example of a "conservative", almost begrudging, approach to and implementation of school community councils.

625. Boyd, William and Seldin, Florence. "The Politics of School Reform in Rochester, New York." Education and Urban Society 7, No. 4 (1975) pp. 439-63.

This is a case study of unsuccessful attempts at political reform in the Rochester public school system. Demands for community control were diverted, and co-opted, into school-system-initiated parent advisory councils. Authors argue that these councils failed to serve the organizational needs for information and the political demand for local control. The result was parent frustration, alienation, and a decline in citizen participation. The councils were seen as a fraud or waste of time by citizens and an additional headache by principals. Consequently, the authors argue that if Rochester did have a commitment to make these councils work it should have (but did not) instituted procedures to prepare principals, teachers, and parents for council membership.

626. Brickman, Sidney. "Group Perceptions of School Community Advisory Councils Participation in Decision-Making in the Los Angeles Unified School District." Unpublished Ed. D. dissertation, University of California at Los Angeles, 1974.

This attitude survey sought to determine the different perceptions of teachers, educational administrators and parents (PTA and school advisory council members) towards the functioning of advisory councils (SCAC). The author found that:

(1) White-Anglo parents had the lowest perception of SCAC's. Blacks had the highest perceptions, followed by Spanish-speaking parents;

(2) Parents from large-sized schools had higher value perceptions that those from medium- and small-size schools.

The author argues that these differences of perception about SCAC's might be a result of the nature of the councils' role in the education program, members/respondents experience with SCAC's in terms of decisionmaking, their length of involvement, and the resources available to the councils. He recommends that SCAC's increase their participation in the selection of school personnel and in budgetary issues.

627. Buechler, Ernest P. "An Analysis of the Community Council in Region One Elementary Schools in Detroit." Unpublished Ed. D. dissertation, Wayne State University, 1974. 35/07A:4016.

The purpose of this study was to determine the function of the community council in 31 schools of Region I, Detroit Elementary School District. The author's data were based upon two questionnaires: the first, which solicited responses from all the council members and administration concerning their perceptions of the councils' function; and the second, which was an interview schedule for randomly selected council chairmen and community assistants from 7 schools, to see their perceptions of the councils.

After analysis of the data derived from the questionnaires, the author came up with seven conclusions:

(1) Council members and administrators believed the council structure improved involvement of the community with the school when compared with the community's involvement under the previous school community/structure.

(2) All council members were in agreement that the councils' plan-in-operation was making progress.

(3) Council members indicated that the council's plan did not result in an overall improvement in the operation of the school.

(4) There was a congruence between council members surveyed and council members interviewed on the perceptions of the community council.

(5) Administrators and council members were in agreement on the functions of the council.

(6) Some council members believed that the council improved the relationship between the staff and the community with regard to community involvement, communications, and decisionmaking.

(7) Some council members did not agree that the council made an improvement, but indicated the following problems at their school: (a) lack of community participation, (b) a great deal of stress in school community relations, and (c) the control of the council by a small group.

628. Chicago's Schools: A Handbook for Students and Parents on Their Rights. American Friends Service Committee, Chicago, Illinois, 1976. 167 pages.

This handbook collects, translates and summarizes the rules, case laws, and regulations that affect the rights of parents and students in Chicago public schools. Chapter XIV deals with Chicago's Advisory Councils. It briefly summarizes the 1970 mandate for local school councils as part of Chicago's administrative decentralization plan and the 1973 mandate for additional District Education Councils designed to deal and advise on budget priorities. Other than a summary of the structure, function, and membership requirements of these councils, there is no survey and/or evaluation of these councils in the field.

629. Citizens' Advisory Committees, Educational Research Service Circular No. 3, (1968). Educational Research Service, NEA Research Division and the American Association of School Administrators.

This study, analyzing 52 continuing citizens' advisory committees identified by a survey conducted in 1968 by the ERS, includes descriptions of the individual committees and categorizations: over half the committees were organized since 1960. The study is summarized in the National Education Association Research Bulletin 46, No. 3 (1968) pp. 82-84.

630. Citizens Advisory Committees, Public Participation Increases: Guides Change in American Education, National School Public Relations Association, 1801 N. Moore Street, Arlington, Virginia 22209. (1973) $6.75. Stock #411-13307.

This booklet, directed primarily at educators: (1) argues for and defines the "optimum" function of advisory councils; (2) reviews the literature and research on councils; and (3) broadly surveys experiences throughout the Nation with school community councils. The author begins by arguing that educators should accept councils (hereafter CAC's) as inevitable--they estimate 95 percent of the Nation's school systems have some sort of CAC's--and point out CAC's have sometimes acted successfully in getting voter approval for school and bond issues. They argue, however, that CAC's function best in an advisory capacity. The survey of literature, research, and operation of CAC's reveals that:

(1) CAC's began--and most are still--as ad hoc groups although the trend is toward permanent citizen advisory committees;

(2) CAC can be on the districtwide or local building level--with most CAC's being of the latter kind;

(3) Both urban decentralization and rural consolidation have spurred the growth of CAC's;

(4) Title I, ESEA-mandated councils exercise more powers than most other CAC's; and

(5) The largest obstacles are citizen apathy, the groundless fears/suspicions of educators, and lack of training for council members.

Typically, each chapter begins with a discussion of the relevant concepts/issues, goes on to review the more important literature, and concludes with a survey of CAC's activities around the Nation, e.g., "councils' involvement in curriculum issues." Chapter 8 has more in-depth case studies of CAC's in Los Angeles; Villa Park, Illinois; San Diego; and Dayton, Ohio.

A series of appendixes contain: (a) sample bylaws for a CAC; (b) sample of administrative and school board policies vis-a-vis CAC's; and (c) sample membership application and evaluation forms.

631. Clark, W.W., Jr. An Analytical Review of a School-Community Commission. 1975. 27 pages. ED 114 918.

This paper analyzes the functioning of a Public School Safety Commission established in Oakland, California, after an outbreak of vandalism and violence in the schools. Set up by the city's Board of Education in 1974, the Commission invited the participation of community organizations, parents, and students. Participation, high at the beginning, dropped off as the study continued; it is the author's belief that genuine reform, advocated by the organizations which chose or were forced to drop out, was hindered from the first by the administration's intent to retain control.

The paper is divided into three sections. The first is an analysis of the participating organizations and representatives on the Commission. The data presented contrast the degree of community participation with the extent of administrative control. The second section examines the Commission's recommendations, organizing them into "movement" (reform) and "order" (maintenance) categories. The third contains the author's observations of political manipulation and control by the public school administration. Data tables accompany the text.

632. Cohen, Bob. "How Parents Can Fight for Control of Advisory Councils." Inequality in Education, June 1971, p. 46.

After summarizing the philosophy and the legal mandates behind Title I Parents' Advisory Councils, Cohen outlines some specific steps that need to be taken by parents to maximize their effectiveness on Title I PAC's. These ideas are illustrated by references to the joint activities and networking between a Title I PAC and the local Welfare Rights Organization in Kansas City.

633. Corbett, James M. Jr. "The Purposes and Activities of Advisory Councils in Selected Community Schools." Unpublished Ph. D. dissertation, University of Florida, 1975.

This study was designed to survey selected persons who were involved with advisory councils of community schools in a single urban school district to determine the similarities and/or differences in perceptions relative to the ideal and actual functions, and the utility of purposes and activities of the councils.

A questionnaire was mailed to 176 respondents: 22 principals, 22 community school coordinators, 66 instructors and 66 lay citizens serving on councils. Each was asked to respond to 15 purpose statements and 20 activity statements on councils' functions. The author noted that all of these groups placed the greatest value on the activities that related to the councils' involvement in bettering relations between the school and the community and in providing more options for maximum learning, rather than close involvement in activities related to policymaking.

Three implications derived from the study are:

(1) that in the initial stages, the focus be placed primarily upon the purposes that relate to the bettering of communication;

(2) that the initial focus be placed upon the activities that improve relations between the school and the community; and

(3) that the focus in general should be placed on providing more options for maximum learning experiences for pupils and community members based upon a school/community needs assessment.

634. Etting, Everett E. "The Board and Parent Participation." National Elementary Principal 36, No. 1 (1957) pp. 28-30.

The former president of the Board of Education District No. 2 in Scarsdale, New York, makes a strong recommendation for parent input into the activities and decisions of the Board of Education. Etting values parent participation as an asset both to the lay board and to professional educators and teachers. He provides several guidelines for parent involvement, such as defining tasks clearly, diverse membership of lay advisory committees, and involvement of nonparents in school groups.

635. An Evaluation: School-Community Advisory Councils. Los Angeles: Unified School District, Office of Education and Management Assessment, 1972.

This evaluation is part of the 1971 mandate by the Los Angeles Board of Education that school/community advisory councils be established in every elementary and secondary school district. The purpose of the evaluation is threefold: (1) to describe the structure and operation of the advisory councils, (2) to pinpoint discrepancies between how the councils should work and how they actually do work, and (3) to identify what factors are related to council effectiveness. The study, although somewhat premature and inconclusive, is valuable as a comparative data base for other community participation organizations.

The factors that were found to be related to effectively functioning councils are: fair representation of sex and race; extensive nonmember input and participation; cooperative school administrations; and planned goals and agendas. The major strength of the councils, by the members' own report, is cooperation with the school; the major problem is community apathy. The evaluation group makes three basic recommendations: a definition of the "advisory role," a restatement of goals and functions, and a search for solutions to lack of community interest.

636. Falkson, Joseph L. and Grainer, Marc A. "Neighborhood School Politics and Constituency Organizations." School Review 81, No. 1 (1972) pp. 35-61.

This study of Parent-Teacher Associations and Citizens' Advisory Committees in Detroit evaluates the alternative of community organizations for local input into inner-city education. The PTA, although more representative and democratic, was found to be an administration-controlled, citizen-participation organization with little real influence in affecting policy or programs; the CAC was a much more effective change agent, but was elitist and not truly representative of the community. The authors stress the need for further development of constituency organizations into viable grassroots influence for improved education.

637. Frieburger, James J. "A Functional Systems Analysis of the Policy Making Role of a School Board in Response to Demands Made by Associational Groups, Non-Associational Groups and Individuals." Unpublished Ph. D. dissertation, University of California, 1976.

This study of Brockton, Massachusetts, sought to determine whether that community's school board was more responsive to the demands and representations of the Districtwide Advisory Council than it was to other groups and individuals. The author found that the Advisory Council had a higher frequency of meeting and a higher percentage of outputs made by the school committee in response to Advisory Council demands than any other source in the study. Moreover, over half of the community's interest groups presented their demands through the Advisory Council.

638. Goff, John M. "Recommendations for Inclusion of Citizens' Advisory Committee into a Total Program of School-Community Relations." Unpublished Ed. D. dissertation, Auburn University, 1972.

Goff's study was designed to develop a model that would serve as a guide for educators seeking to increase public participation in a program of school community relations. The model is presented "sequentially"; it outlines the stages of planning, inception, and operations. This is followed by a discussion of committee rules, structure, budgetary powers and relationships to school boards and administrators.

639. Hamlin, Herbert M. Citizens' Committees in the Public Schools. Danville, Illinois: Interstate Printers and Publishers, 1952.

On the basis of his ten years' experience working with lay groups involved in education, Hamlin could be deemed an expert in the field of citizen participation in the 1940's and 1950's. This book, a powerful, extensive, and detailed storehouse of information, is the product of his prolonged experience in this area and of the perceptive reflection that accompanied it.

Primarily concerned with the many facets of school-initiated citizens' committees, the book is intended for school officials of all echelons interested in securing more substantial participation by citizens in public school affairs. The author, as might be suspected, is an enthusiastic advocate of such involvement.

In the first section of the book the author observes a wide spectrum of related concerns. Part 2 is an annotated sampling and review of the extant literature on the field of citizen participation. In the last part the author draws conclusions and lists recommendations.

640. Hamlin, Herbert M. Citizen Participation in Local Policy Making for Public Education. Urbana, Illinois: College of Education, University of Illinois, 1957.

This monograph begins by surveying the types of public education policy that must be determined locally and how that education policy should be made. After showing why he believes a system of citizens' committees is essential, the author examines how citizens' committees should operate, what their jurisdiction should be, what are the basic considerations in selecting and organizing such committees (this section contains both an analysis and detailed information), and presents a manual laden with information. For example, appendixes to the manual illustrate various forms appropriate to different occasions in the conception and life of such a committee.

641. Hamlin, H.M. "Lay People and Professional Educators." Illinois Education 44 (1956) pp. 172-75.

The author advocates the establishment and development of citizens' committees, envisaged as policymaking units designed to establish broad guidelines which are subsequently to be executed by professional educators. The article contains a list of policy areas to be considered and of ideal characteristics of the guidelines. Also included is a set of qualifications describing the best educator, all in a context of an appeal for increased citizen/educator cooperation.

642. Hofstrand, Richard K. and Phipps, Lloyd J. Advisory Councils for Education: A Handbook. Urbana, Illinois: Illinois University, Department of Vocational and Technical Education, 1971. 49 pages. ED 057 213. Available from: Urban Educational Development Laboratory, Department of Vocational and Technical Education, 338 Education Building, University of Illinois, Urbana, Illinois 61801 ($0.50).

Fairly specific, this handbook provides information and advice on selecting members for and the internal workings of an advisory council, e.g., officers, bylaws, agenda, functions. It contains a usable sample charter, bylaws, member selection forms, self-evaluation questionnaires, and an extensive bibliography.

643. Holmes, Emory H. "Community Representation in Education Decision-Making: An Exploratory Case Study of School Community Advisory Councils." Unpublished Ed. D. dissertation, University of California at Los Angeles, 1972.

Holmes' case study of councils in Los Angeles found that their development was associated with (1) general urban, ethnic unrest; and (2) Federal and State legislation. The city/county School Board Rule 1370, mandating representative councils, came after the fact.

644. Hull, J.H. "Merits and Difficulties of Lay Advisory Committees." American

School Board Journal 134, No. 3 (1957) pp. 47-49.

Hull wrote a doctoral dissertation in 1949 which, in part, surveyed 47 lay advisory committees then in existence. This article reports a later study of these pioneer committees in 1956, which examined their organization, successes, and difficulties.

645. Jenkins, Jean K. "Responses of Public School Principals to School Community-Adivsory Councils." A paper presented at the annual meeting of the American Educational Research Association, Chicago, 1974. 37 pages. ED 090 665.

Based on a study of principals' behavior in 35 Los Angeles advisory councils, this paper argues that the existence of such councils would tend to deflect local demands from the school board and central administration to local school principals, who would then develop strategies to manipulate council members in order to avoid conflict. Principals in white, middle-class schools used fewer manipulative techniques than those in integrated schools where council members challenged the school and the principal. Readers should find a discussion of these manipulative techniques quite useful. Lacking independent staff resources, the principal becomes that advisory council's main source of information, upon which it can act to give advice. The outcome is that principals, not councils, do the "advising".

646. Larsen, Roy E. "Citizen Participation in 1953." School Executive 73 (1954) pp. 52-54.

After extolling the increased participation in the form of citizens' committees in 1953, the author, then Chairman of the National Citizens Commission for the Public Schools, concentrates on specific measures taken by the Albany, New York, Minneapolis, and Hampton, Virginia citizens' committees.

647. Larsen, Roy E. "The Layman Looks at Lay Participation." Educational Outlook 28 (November 1953) pp. 3-9.

After briefly tracing the history of citizen participation in education, the author discusses the post-World War II trend towards the formation of citizens' committees. He applauds this trend, presenting two case studies (Hampton, Virginia and Setauket, New York) where citizens' committees were of great value to the education system.

648. Linscomb, Joseph P. "Structure and Organization of Successful Community Advisory Councils in an Inner-City Area of the Los Angeles City Unified School District." Unpublished Ed. D. dissertation, Brigham Young University, 1971.

This study examined community participation in school affairs via advisory councils of residents of the Watts area of Los Angeles. The author found that: (1) advisory councils were participating in planning compensatory education programs in the area schools; (2) while councils did provide a vehicle for resident involvement, school principals were most influential in council decisionmaking and acted as primary resource persons; and (3) council membership and leadership came from the existing Parent-Teacher Associations.

649. McCloskey, Gordon. Education and Public Understanding. New York: Harper & Row, 1967.

Directed toward school administrators, this book presents the case for increased, accurate, and extensive communication between the parties involved in education--the administrators, teachers, parents, and others. The perspective is that knowledge provides a better basis for action (including citizen participation) than ignorance and that increased understanding facilitates educational improvements. Public understanding of the educational system is encouraged and examined on many levels. One chapter presents a detailed analysis of a plan for "citizen councils" as the primary channel of citizen participation. The citizen's right to know is a basic premise for the discussion of citizen participation.

650. Malles, James E. "Perceptions of Teachers, Administrators and Community Council Members in Nine Select Elementary School Communities of the Chicago Public Schools as to the Role of the School-Community Council in Educational Decision-Making." Unpublished Ed. D. dissertation, University of Illinois at Champaign-Urbana, 1974.

This study found a general agreement among teachers, administrators, and community council members groups as to the perceived, real amount of policymaking influence of councils. The differences occurred in perceptions of the ideal powers of councils. Half of the parents thought that councils should share equally in all policymaking issues; almost all school personnel felt that councils should be strictly advisory. Unlike the parents, they did not feel the councils to be representative of the schools' communities. (There was no independent measure of councils' representativeness.) In general, respondents agreed that the councils exercised very little influence, but disagreed as to how much influence they should exercise.

651. Mann, Dale. "Political Representation and Urban School Advisory Councils." Teachers College Record 75, No. 3 (1974) pp. 279-307.

This is a case study of school advisory councils in 12 New York City elementary schools. It describes and evaluates a 1967 UFT- (United Federation of Teachers) and School Board-initiated Experimental Elementary Program (EEP). In it, 12 low-achievement problem schools were targeted to have more citizen/parent involvement. The idea was that parental/community involvement would indirectly lead to increased pupil motivation and achievement (as well as increased community support for education). The data were collected from interviews with the 12 school principals, who were not only members, but had formal leadership positions under the EEP plan for councils. Moreover, they were charged with establishing either councils or some other mechanism for citizen involvement. The author found that:

(1) Councils had little impact on educational achievement. Parents

who served on councils had children who were already highly motivated, adjusted, and "competent" in school.

(2) Ten of the schools had on-going councils; two of the principals argued that existing PTA-type organizations would fulfill the mandate. Citizen involvement was greater in the schools which did have councils.

(3) Most principals saw the councils as strictly advisory bodies; only 3 out of 12 reported any "shared decisionmaking." The most common reason was a reluctance (on the part of principals) to yield decisionmaking power while still remaining nominally responsible for programs and policies.

Given this, the author recommends that there be clear criteria, written into law, of the purposes and structure of councils. More specifically, efforts must be made to involve normally apathetic, non-upwardly-mobile parents as council members. (These same families have the "problem", i.e., low-achieving children.) The author suggests that researchers, educators and citizens develop a list of criteria for councils. The author's list, taken from the political concepts of representation in the middle pages, is the most useful part of this article. Finally, the author notes that token involvement leads to apathy and even hostile alienation of the community from its schools. Given that such tokenism is the result of the principals' unwillingness to share power without responsibility, he argues that councils should be specifically delegated both decisionmaking powers and responsibilities in nontrivial areas of education (e.g., fieldtrips, carwashes). This should also increase community interest and make the councils' membership and constituency truly representative, since interest and participation is normally awakened by the possibility of power and authority.

652. Martin, Donald L. "School Community Advisory Councils and Their Relationship to Shared Decision-Making." Unpublished Ph. D. dissertation, Claremont Graduate School, 1974.

This study investigated the role of councils in the decisionmaking process of the schools in the Los Angeles Unified School District. Its author found that: (1) there was no real redistribution of power and authority; and (2) council activities were focused on relatively minor and uncontroversial issues. Martin concludes by arguing that council mandates should take into account the political climate. He urges that consideration should be given to preparing lay citizens and school professionals for partnership and shared decisionmaking.

653. May, Lucius J. "Community Involvement: The Detroit Experience." Community Education Journal 4, No. 3 (1974) pp. 52-53.

Written by an involved administrator, this is a short firsthand report on Detroit's school decentralization plan. It focuses on and describes in some detail the origins, goals, and structure of that city's local school/community councils. The author stresses that leadership and staff services are crucial to the viable functioning of these councils. He notes that subsequent to the establishment of the councils, vandalism declined, and parent-teacher contacts increased, and gains were made in educational achievement.

654. Novak, John M. "An Investigation of Parent Representatives and Factors Affecting the Participation of Lower Socio-Economic Group Members on School Advisory Councils in a North Florida City." Unpublished Ed. D. dissertation, University of Florida, 1975.

A study of the socioeconomic characteristics of the active parent composition on school/community advisory councils. Females outnumbered males 2 to 1; whites outnumbered nonwhites 7 to 1. In general, lower-class and ethnic-minority parents were underrepresented. The State mandate requiring councils to be representative was said to be too broad and loosely interpreted.

655. O'Neal, John F. "The Status, Structure and Function of Citizens' Advisory Committees." Journal of Educational Research 55 (1961) pp. 29-32.

The article reports on an unpublished Ph.D. dissertation which covered a survey conducted in 678 school districts in New York State whose public schools maintain a 12th-grade program. The study is concerned only with school districtwide lay advisory committees established on a purely extralegal basis. Questionnaires were returned by 80.5 percent of the districts surveyed. The information thus amassed covers a wide spectrum of aspects surrounding the function of citizens' advisory committees and is quite valuable, even though detailed.

656. "Organizing the Home-School Council." Catholic School Journal 59 (1959) pp. 23-41.

This article is a manual on how to organize home/school councils to promote understanding between these two entities in the child's life. Written by a guidance group from Marygrove College in Michigan, whose members apparently have had previous experience in establishing such units, the article has a list of suggestions both for an introductory letter and for the procedure to be followed in the first four meetings.

657. "Principal's Advisory Council: Organizational Guidelines." (Revised September 1973). Los Gatos, California, Union School District. ED 102 645.

This pamphlet presents guidelines for a Principal's Advisory Council (PAC). It covers the criteria for membership, rules of order, number of meetings, and includes process guidelines. The Council's membership includes one teacher from each of 14 different areas (elected); an administrator (elected); 1 student from each of 4 classes (elected); the 4 student presidents; 6 appointed students; 5 appointed parents; and the principal, who acts as council chairperson. The council is mandated to advise rather than decide:

> Decisions of the Principal's Advisory Council are of an advisory nature only, but whenever the principal does not accept a decision,

he or she shall write a statement to the Council, explaining the reasons for the rejection of the PAC request.

658. Pumphrey, Willard G. "The Structure and Organization of Successful Community Advisory Councils in an Emerging Middle-Class Area in the Los Angeles City School Districts." Unpublished Ed. D. dissertation, Brigham Young University, 1971.

This study of councils in a middle-class, minority area found that advisory councils may be effective in promoting parent participation if they are: voluntary, are allowed to make decisions as to their internal structure, have elected parent officers, and are able to decide upon their own agenda. Advisory councils in this study participated in school safety, e.g., vandalism, traffic issues, in personnel, curriculum, and funding policies.

659. Rawitsch, Don. *Study of Participation in Governance by Representative Groups in Southeast Alternatives*. Minneapolis: Minneapolis Public Schools, Southeast Alternatives Program, 1974. ED 097 771.

Providing information about the effectiveness of the Southeast Alternatives Program is the major purpose of this well-written, easy-to-read report. It provides an overview of the kinds of issues handled by school/community groups and a comparison of how issues are handled by groups that have implemented different kinds of decisionmaking models in the same system. The report supports the role of policy/advisory groups in successful decentralization and in the development of experimental school projects.

The audience for the report consisted of those who were participating in making judgments about the Southeast Alternatives Program (Board of Education and top school administrators); however, it is of interest to citizens concerned about alternative education and parent involvement. The report describes five schools that reflect the diversity of parents' educational views. Each advisory group is analyzed according to its purpose, history and structure. Rawitsch illustrates the benefits and difficulties of increasing citizen participation in the governing process--the making of decisions that directly affect the fates of other people. An important finding was that advisory/policy groups spent most of their time on planning programs and developing implementation procedures, with little time for budget and personnel issues.

660. Reilly, R. and Infelise, R. "The Gilroy Story: Communicating, Assessing, Involving." *Thrust for Educational Leadership* 3, No. 3 (1974) pp. 21-24.

This case study of citizen participation in a poverty-area school district, written by two of that district's participating administrators, describes, in some detail, a school department-initiated program of community participation. The program involves on-going school/community councils attached to each school and ad hoc, districtwide citizens' committees for specific issues. This piece focuses on community participation in the development of a career-education program. The authors conclude with the motto that: "Nothing is impossible if it doesn't matter who gets the credit."

661. Riles, Wilson C. "Parents Advise on Policy." American Education 4 (1968) pp. 24-25.

Wilson Riles, at the time Director of the Office of Compensatory Education for the California State Department of Education, discusses that State's experience in the first two years of the existence of local advisory committees mandated by the Elementary and Secondary Education Act. He speaks favorably of the experiment, mentioning, among other things, the pleasant surprise felt by many administrators who had been hesitant to work with lower-income parents, and he cites specific cases.

662. School Community Councils--A Stronger Voice for Citizens. Citizens' Council for Ohio Schools, 517 The Arcade, Cleveland, Ohio 44114. Single copies, 30¢.

This report proposes that school community councils be established at local schools. Parents would constitute a majority of the council, although membership would include other citizens, teachers, and students. The principal would be an ex-officio member.

These councils are viewed as a way to decentralize authority to the building level. The purpose of this plan is both to make the School Board more effective and to allow parents more direct input into local school affairs. It is hoped that School Boards would delegate some of their responsibilities to the local councils and would carefully consider the councils' recommendations.

The article recognized that to be effective a council must have leadership, training, and support from the principal. It must also have the authority to become involved in all aspects of the functioning of the school.

663. Tirado, R.C. "Different Approach to School and Community Relations in a Depressed Community." Journal of Educational Sociology 36 (1963) pp. 310-18.

After castigating the traditional approach schools take in their relationship with the community, the author describes a case study he and his colleagues undertook in a depressed community in Puerto Rico, in which they supplanted the traditional PTA executive board, dominated by a small group, with a more democratic and flexible Advisory Council. The initial results are detailed in the article written shortly after the plan was put into effect.

664. Tisdale, Grace. "A Survey of Organizational Structure and Operational Patterns of School-Community Advisory Groups in the Elementary Schools of Los Angeles Unified School District." Unpublished Ed. D. dissertation, Brigham Young University, 1971.

This is a study of the attitudes and experiences of 430 elementary school principals in the Los Angeles Unified School District. The research instrument, a questionnaire, was designed to determine the organization and implementation procedures of two sets of respondents: (a) principals of schools which did have councils; (b) principals of schools which did not have councils.

Principals with CAC's (Community Advisory Councils) reported the following positive achievements of councils (these are rank-ordered): (1) established a liaison between the school and community; (2) determined educational needs of the school and community; (3) helped determine priorities in the educational programs for the community; (4) assisted in selection of paraprofessionals to work in schools; (5) aided in the recruitment of personnel to staff the schools.

Equally interesting are the reasons given against the formation of councils (again in roughly rank order):

(1) Logistics: Principals need guidance in this area; councils are too time-consuming; night meetings would be a problem.

(2) Councils are/would be unrepresentative: There are no real leaders in the community; apathy; demographic representation would be difficult; advisory groups tend to involve the same, limited number of people in too many areas.

(3) Councils are/would be incompetent/disruptive: They might become pressure groups leading to community takeover of the schools; members know little about school matters; would make decisions without having any operational responsibility for the impact of those decisions on staff and pupils; in making unreasonable demands, members might thereby increase teacher militancy; advisory groups may become competitive with already existing PTA's and thereby cause friction within the schools.

Based on these principals' perceptions of councils, the author recommends that the central administration establish written guidelines and distribute them to all principals, provide inservice workshops for principals and CAC's, and provide lay-leadership training programs for citizens participating in CAC's.

665. Welsh, Charles C. "Alter Group Perceptions of the Los Angeles Unified School District's Secondary School Advisory Councils." Unpublished Ed. D. dissertation, Brigham Young University, 1974. 35/05-A:2618.

The purpose of this study was to determine the role and function of the Los Angeles Unified School District's Secondary School Advisory Councils as perceived by: (a) principals; (b) teachers; (c) community persons; and (d) student members of the councils. This study was conducted during the 1973-74 school year and the population was derived from 41 randomly selected junior and senior high schools.

The author concluded with five major findings:

(1) Council participants strongly believed their membership to be

worthwhile;

(2) Councils improved school programs and the quality of education;

(3) Principals should be encouraged to share decisionmaking with the school councils;

(4) The principal should retain the final responsibility for decisions that affect the school; and

(5) There is a great need for pre-membership orientation for newly elected council members in regard to the principles and goals of their council.

DISSERTATIONS

Allen, Fleet. Devotion (Vocational) Advisory Committee Organizations, Role and Utilization. 32A:5121.

Berner, William Frederick. A Study of Citizens' Advisory Committees for Reorganized School Districts in Indiana. 25:5669.

Brinks, Virgil Lee. Lay Committee Involvement and Outcomes in Special School Propositions in St. Louis County School Districts. 33A:2606.

Cline, David L. An Analysis of Public School Citizens' Committees. 16:1091.

Fairbanks, Joseph Lee. Superintendents' Advisory Groups. 32A:4277.

Farrah, George Wayne. The Role of Citizen Advisory Committees in Curriculum Development, A Special Case in Farmington, Michigan. 23:1230.

Frossard, Robert Thomas. Attitudes Related to a Citizens' Committee Study of Equality of Educational Opportunity. 30A:85.

Garvelink, Roger Herman. A Study of Citizens' Committees: The Relationship of the Positions in the Community Power Structure of the Citizens Serving as Members of Citizens Advocating the Use of Citizens' Committees. 31A:6302.

Goff, John McLaurin. Recommendations for Inclusion of Citizens' Advisory Committees Into a Total Program of School-Community Relations. 33A:2644.

Goleman, Clarence E. A Suggested Handbook for the Organization and Use of Lay Citizens' Advisory Committees in Public Elementary and Secondary Schools of Louisiana. 19:1627.

Hodge, Paul Dudley. A Study of the Work of Citizens' Advisory Committees in Texas. 19:279.

Jenkins, Clifford D. The Work of Lay Advisory Councils in Public Schools. PSU16:288.

Keeney, Jerry Frederick. A Study of Opinions Concerning the Role of Citizen-Advisory Committees Established in Section 49 of Article 77 of the Annotated Code of Maryland. 33A:2652.

McFatter, William Thomas Jr. The Degree Level, Pattern and Efficacy of Citizen

Participation in Policy Matters Under Different Types of Community Power Structure. 31A:5716.

McGraw, Arthur Garfield, Jr. The Extent, Nature, Purpose, Structure, and Operational Practices of Citizen Committees in Education in Wisconsin. 19:1003.

O'Neal, John Furnfield. The Status, Structure, and Functions of Citizens' Advisory Committees for Public Schools in New York State. 22:2268.

Peddicard, Paul Wallace. Citizens' Committees in the Public School Systems of North Carolina. 26:174.

Petosa, Anthony L., Jr. The Role of Members of Permanent Citizens' Advisory Committees in the State of New Jersey. 30A:5349.

Rothman, Jerrold Jay. The Advisory Board: A Case Study in Formal Cooptation. 33A:5451.

Schooling, Herbert Woodrow. The Use of Lay Citizens' Advisory Committees in Selected Missouri Public Schools. 15:74.

Stuve, Gilbert Edmund. The Use of the Citizens' Committee as an Educational Policy Device in an Area of Public Controversy: A Study of Sex Education Advisory Committees in Selected Detroit Suburbs. 33A:6079.

Traynor, Thomas Raymond. An Evaluation of the Detroit School-Community Behavior Project. 28A:1015.

Terwilliger, John Elmer. An Investigation of Certain Characteristics Associated with Advisory Committees of Lay Citizens in Selected Local School Districts in Illinois. 27A:4094.

Williams, David Ivan. Citizens' Advisory Committees in the Colorado Public Schools. 20:4022.

CHAPTER 11

COMMUNITY EDUCATION COUNCILS

Community-school councils have a special role and potential in efforts to strengthen and revive local, participatory democracy. Moreover, those councils have been subject to special efforts, many of them sponsored and/or inititated by the Charles Stewart Mott Foundation of Flint, Michigan, to study their effectiveness. Consequently, it seemed useful to devote a special chapter to the literature on community-school councils. In addition, many of the general works on community education (see chapter 4) have references or discussions on councils. These are listed in the Topical Index under "Community Education Councils."

666. Baldarsari, Paul. "A Comparative Study of the Community Education Concept in Selected Community Schools in Davis County." Unpublished Ph.D. dissertation, University of Utah, 1972.

The focus of this study was to investigate the differences between an existing "community-school" and the concept and philosophy of community-education. The author found that:

(1) Most participants do not know whether or not their community school has a community-school council;

(2) The composition membership of existing councils is not representative of all socioeconomic levels of the community.

667. Caldwell, T.P. "An Assessment of Perceptions of Arizona Community School Administrators Concerning School-Community Councils in Educational Decision-Making." Unpublished Ph. D. dissertation, University of Michigan, 1974.

This study was designed to assess the perceptions/attitudes of school administrators towards the increased involvement of the lay citizenry in the educational decisionmaking process through the school-community advisory councils.

The author examined 174 administrators from 27 community-school districts within Arizona. These particular 174 administrators were chosen on the basis that they were either community-school principals or superintendents or community-school directors and had worked actively with school-community advisory boards.

To ensure 100 percent return, the author conducted personal interviews with each of the 174 administrators. During this interview, each administrator was given the School-Community Advisory Council Questionnaire, and asked to give demographic information so profiles of the selection process could be formulated for both the school-community advisory chairperson and the members, and the administrators working with those councils.

From the interviews, the author found the greatest significant difference in perceptions was in the comparison between the principals and the community-school directors. The next lower level of significant difference in perception was between the superintendent and the community-school directors. The least level of difference was between the superintendent and the principal.

In analyzing the result of the personal interviews, the author noted 2 main findings: (1) the extreme discrepancy between the community-school directors' perceptions and those of the other administrators, and (2) that all the groups agreed that there was a great need for improving current practices. From these 2 findings, the author gave 3 basic suggestions to improve the current situation:

(1) The discrepancy in the perceptions of the community-school directors and the other administrators indicates a large need for more communication between the groups. Principals and superintendents should become more actively involved with the advisory councils, acting as a citizen who is equally interested in developing better schools.

(2) Since all groups studied agreed there was room for improvement, they should combine their efforts by working cooperatively with the school-community advisory councils and thereby increase the probability of the councils' effectiveness.

(3) Through its inservice training experiences, the S.W. Regional Center for Community Education Development should provide the intervention necessary to promote the conditions for future cooperation and understanding.

668. Community Education Journal, 4:3, May-June 1974.

The entire issue is devoted to a discussion of "councils" in community education. It contains general statements about the need, rationale, functions and optimal structure of councils, case studies and progress reports on councils from Flint and Detroit, Michigan, and surveys of research on community-education and community-education councils.

669. Cwik, Peter J.; King, Marilyn J.; and Van Voorhees, Curtis. The Community Advisory Council. A Community Education Research Monograph: Vol. I No. 2. National Community Education Association.

This pamphlet is directed at persons who already believe in and are acquainted with the community-education movement. Its argument is that community-education implies grassroots democracy and that one vehicle for such a democracy is the school-community council. While written primarily for scholars and educators, parents and citizens might find this a useful review of generally unpublished and unavailable research (such as Ph. D. and Ed. D. dissertations) on school-community councils. The dissertations are discussed individually and then systematically compared, often in table form. This monograph concludes with an inventory of needed future research. Scholars should find this most useful. While the discussion is clear, readable and jargon-free, non-professional readers may find some of the tables to be too technical. Lay readers should find pp. 1-7 most useful. That section contains a concise summary of the definition, philosophy, history and implementation of community advisory councils. There is a heavy emphasis both in the examples and research focus on the Los Angeles system of school-community councils.

670. Flint Community Schools. Taking a Look at Your School-Community Advisory Council: A Planning Handbook. Flint, Michigan, Board of Education, 1975. 42 pages.

This is a school department handbook for needs assessment activities of school-community councils. It is designed and serves quite well as a real, step-by-step, almost "cookbook" type of manual. Its three sections cover the following processes: (1) the council's activities in planning and conducting a needs assessment; (2) its activities in assessing and evaluating its activities; and (3) steps and procedures in preparing a report. The layout, very graphic and pictorial, is meant to be simple and clear; some may find it overly simplistic. However, this booklet is useful in that:

* it directs attention to the effectiveness of the councils' own activities, e.g., is it representative of the community?

* it provides a ready-made series of agenda for council meetings; and

* it provides ready-made checklists, questions and other instruments of assessment and evaluation.

The key points are often illustrated by anecdotal examples of hypothetical or typical real-life situations. These concluded with a set of questions for discussion.

Though directed specifically at Flint, the content, if not the format, serves as an excellent model for other community-education programs.

671. Fox, J.C. "Functions and Responsibilities of Community-Advisory Councils." Community Education Journal 4, No. 3 (1974) pp. 30-33.

This article identifies five functions necessary and common to all community-school advisory councils: fact-finding, planning, communication and coordination, activation of new resources, and evaluation. The first part of the article does little more than define the five functions. The second, a more interesting and suggestive part, turns these functions into five corresponding responsibilities-operations. This advice, though framed in the imperative mood, remains abstract and general. The author's purpose is not to discuss the techniques or details of achieving these responsibilities but of identifying them in the first place. There is also no discussion of the makeup of community councils or their implementation. The author assumes but does not argue for the idea that councils will not be mechanisms for meaningful participation but will act as the focal points for the restoration of community spirit. His argument makes no stand on whether these are to be communitywide or neighborhood-level councils nor does it seem to make any difference whether the councils' goals are mandated by some higher authority or by the councils themselves.

This might explain the generality and abstraction of the author's discussion of the five functions. The discussion of what seem to be self-evident functions is prompted by the author's well-taken but unsubstantiated observations that: (1) most councils tend to rush over the factfinding function; (2) need to be more imaginative in activating new resources, e.g., church and business institutions in the community; and (3) often fail to evaluate their own activities.

672. Greenblatt, Susan L. "The Ideology and Reality of Citizen Participation in a Community School: A Case Study." Unpublished Ph. D. dissertation, Boston College, 1974.

Noting that the trend toward militancy in teachers' organizations and the concomitant drive towards professional autonomy (on the part of the teachers) may conflict with citizen participation in educational decisionmaking, this case study focused on the role behavior and expectations of both teachers and community residents. The author found that while teachers were, in fact, receptive to citizen participation in the classroom and in educational decisionmaking, the community remained apathetic, e.g., attendance at advisory-council meetings was extremely low, school administrators tended to dominate those meetings, residents who were not parents of children enrolled at the school continued to view the school as an institution for children and their parents only. The author concludes that:

> The failure of the community residents to participate in a community school program that had been handed down to them by school officials is consistent with findings concerning similar attempts at citizen participation. Studies of community action agencies and other Federal programs indicate that when movement for citizen participation emanates from legislation and not from the citizens themselves, it usually fails.

673. Mackenzie, D.G. "The Development of a Community School Council Model from Responses of Selected Operating Community School Councils." Unpublished Ph. D. dissertation, Wayne State University, 1971.

This study was initiated to design a "model" council for community schools. The author contacted 159 school districts which had a community school council and had received assistance from the Mott Foundation during 1969-1970. Of those 159 letters, 104 were received back. Of the 104 replies, only 38 met the criteria specified by the author; that they:

(1) Were over 2 years old;

(2) Served an elementary school attendance area (or in rural districts a larger one), and

(3) Had a staff member provided by the school district who worked at least part time with the council.

The sociogeographic distribution of these 38 councils was as follows:

(a) 9 were rural,
(b) 10 were middle-class or suburban, and
(c) 19 were low-income, inner-city.

A packet of questionnaires was then sent out to the 38 councils. The principal and the staff member each sent one to rate the council on a variety of factors, and the council was sent one to obtain the information relative to the organizations and function of the staff member provided by the school district. Of the 38 councils, 15 returned usable questionnaires. These 15 represented the following sociogeographic characteristics:

(a) 6 were rural,
(b) 2 were middle-class or suburban, and
(c) 7 were low-income, inner-city.

The author analyzed the questionnaires from the ratings given by the principal and staff member, ranked the councils from the "least successful" to the "most successful." He then visited three of the most successful ones to see what, if any, other factors contributed to their particular success.

The author then proceeded to build a "model" council based upon:

(1) comparison of the 5 "most successful" and the 5 "least successful" councils,

(2) a review of the existing literature, and

(3) the personal interviews of the 3 "most successful" councils.

Based on this research, the author aruges that a "model" council would have to have the following features:

(1) Its powers, meetings and agenda would be formal, regular-

predictable and in writing,

(2) Its program would be determined by citizens rather than school district personnel, and

(3) It would have a close relationship between the principals, staff members, and lay citizen members.

674. MacKenzie, D.G. "Schools, Councils and Community Involvement." Community Education Journal 4 No. 3 (1974) pp. 23-25.

MacKenzie discusses the concept, the problems/possibilities and finally, the insitutionalization, via advisory councils, of community involvement in education. Directed primarily at educators, this piece justifies community involvement on the grounds that effective education presupposes a healthy community. Educators and community members are partners in education; each has specific areas of expertise which they can offer to each other. Much of the article is designed to convince educators that councils, as the institutionalization of this community expertise, are not threats to their professional responsibilities.

Given that there are often legal limitations on the powers of councils, the council should be seen as something between a local school board and an interest-advocacy groups, e.g., a PTA. Councils may act strictly in an advisory capacity, or they may share in administrative decisions at the local school level, or in some cases they have delegated authority from local school boards. In fact, most councils are said to be hybrid. This puts a premium on effective mutual cooperation between school personnel and community residents. This can be institutionalized by including the principals and other representatives of school personnel, e.g., teachers, janitors, clerical workers as voting members of the council. In all cases, however, community members should be in the majority.

This discussion is general; there are no case studies or data, on actual working school-community councils.

675. McMillan, R.K. "School-Community Advisory Councils in Flint." Community Education Journal 4, No. 3 (1974) pp. 20-27.

Written by an active educational administrator, this article is a descriptive, unsystematic case study and progress report on Flint, Michigan's 2-year old (1972-74) experience with school-community councils.

These councils were mandated, initiated by the city's school board and designed by a "task force" composed equally of school department "employees" and "clients." (The latter includes students.) Each council is affiliated with a local school. Its consituency includes all persons who reside in that given school's attendance area. Members include principals, teachers and community school directors as voting members. But in each case the "clients"--students, parents, and nonparents are in the majority. The article does not give any more details, e.g., numerical breakdown of memberships, modes of election, on the composition of these councils. PTA groups, etc., may either have representation on the council or can reconstitute themselves to become the council. These councils function as de jure advisories to the principals and as de facto "sub-committees" of the city school board. During their first years of existence most councils have been engaged in formal and informal needs assessment. Information is fed into the School Board's development of goals and objectives. Councils have had varying degrees of success (there is no 'indicator' of success; but leadership is said to be the key variable.) Most de facto, informal leadership has come from the principals on the council but the author hopes that in the future such leadership will come from parents and residents.

676. Marmion, William H. "The Relationship of School Principals' Characteristics to the Community Advisory Council Process." Unpublished dissertation, Claremont Graduate School, 1974.

This study of forty principals and their advisory councils in one urban school district found that principals were unclear and uncertain as to their role vis-a-vis councils, were suspicious as to the councils' utility, and not convinced that there was any pressing organizational or personal need for them to establish a district-mandated advisory council at each school.

677. Nance, Everett E. The Community Council: Its Organization and Function. Midland, Michigan: Pendell Publishing, Community Education, "How to Series," 1976 edition. 31 pages.

This is a conceptual and practical description of the school-community council as a vehicle for implementing citizen involvement in community education.

It begins with the philosophical rationale for community education councils and moves rapidly into a fairly specific, "nuts-and-bolts" discussion of how to: establish a council; draw up the mandate; select, elect and train members; and how to specify the roles for parents, citizens, principals, teachers and students as members of the councils. Particular attention is given to making the councils' representative of the whole community and not just the immediate clientele of a school.

The second half of the monograph deals with various levels and hierarchies of councils, e.g., schools vs. citywide and how they relate to each other and to the parallel hierarchy of the school's staff. The concepts in this section are illustrated by diagrams of various "model" councils and charts depicting actual councils operating in St. Louis and Independence, Missouri. The "model" councils, A through E, are presented along a continuum from principal-administrator domination (A) to community-control [illegible] to the collaboration model (E), which emerges as the preferred [illegible].

Much of the discussion draws upon and makes constant reference to existing theory and research on community education. The style is clear, practically oriented, and nonpedantic.

678. Parsons, S.R. and Seay, M.F. "Advisory Councils in Community Education." In Community Education: A Developing Concept edited by M.F. Seay. Midland, Michigan: Pendell, 1974. pp. 171-186.

Citing research showing most school boards to be unrepresentative of the community, the authors focus on the general principle guiding the selection and recruitment of community school advisory councils. A list of criteria for council membership can be found on pp. 174-175; pp. 178-181 discuss some guidelines for the conduct of council meetings. These general principles are illustrated by two minicase studies of operating councils (in rural Goldfield, Iowa, and in urban Independence, Missouri).

679. Schoop, Robert J. "The Dimension of Internal-External Control as a Prediction of Participation on a Community Advisory Council." Unpublished Ph. D. dissertation, University of Michigan, 1974.

Schoop's sociopsychological study of council members sought to determine the realtionship a person's membership on a community school council and his or her sense of control over external events. By comparing the responses of members and nonmembers in an elementary school attendance area in Genesee County, Michigan, he found that:

(1) members of community advisory councils tend to have stronger feelings of personal control and a greater knowledge of events that happen to them than would a randomly selected member of the community.

(2) black members of a community have a higher belief in themselves as determiners of their own fate than do white members.

680. Tirozzi, G.N. "An Assessment of the Expectations of School Administrators Concerning the Involvement of School-Community Advisory Councils in the Educational Decision-Making Process." Unpublished Ph. D. dissertation, Michigan State University, 1973.

A study of the perceptions of school administrators in Flint, Michigan toward school-community advisory councils. Educators felt that councils should be more involved in nonacademic, (e.g., extracurricular policies) and less involved in such issues as personnel, curriculum, budget and inservice training. Of all educators, members of the teachers' organizations expressed the least support for councils.

681. Woons, G.J. "The Community School Council: Functions, Characteristics, and Issues." Unpublished Ph. D. dissertation, Michigan State University, 1972.

This study was designed to establish guidelines for the adoption and implementation of community-school councils. Concomitant purposes were:

(a) to determine the functions and characteristics of community-school councils and

(b) to identify the issues pertaining to the establishment of community-school councils.

The author sent questionnaires to 160 people (40 school superintendents, 40 community-school directors, 40 elementary school principals, and 40 lay citizens). Each individual was randomly chosen from various school districts receiving community school funding from the State of Michigan during the local year 1971. Of these 160 subjects, 118 responded. The 118 responses consitutute the experimental sample.

An analysis of each individual's responses indicated significant differences between the groups on 15 out of 34 items on the questionnaire. Of these 34 items, 8 were in reference to the council's characteristics, while the remaining 7 were in reference to the council's function. Further analysis of the responses showed an identifiable difference existed between the perceptions of the administrative groups and those of the lay citizens.

From the analysis of responses and a review of the existing literature, the author makes 11 recommendations for establishment and implementation of a community school council:

(1) Councils should be based on broad representative community membership and should consist of 15-20 members.

(2) The terms of no more than 1/3 of the councilmembers should expire at any one time.

(3) The presiding officer of the council should be a lay citizen.

(4) Every council should have bylaws, or a written agreement with the board of education.

(5) The council's functions and characteristics should be determined by the needs of the particular community and clearly outlined in the bylaws.

(6) Council meetings should be held on a regular basis during the school year and a written agenda should be mailed to each council member prior to a meeting.

(7) Each council should reach decisions by vote or consensus of opinion--whichever method should be chosen when the council is formed.

(8) School districts should consider a districtwide council when developing the community educational program. Building councils can be developed after the program is developed and refined.

(9) School employees should not outnumber the lay citizens on one council.

(10) School administrators (i.e., principals and community-school directors) should not have voting privileges.

(11) All council activities should be consistent with the current Board of Education policy.

DISSERTATIONS

O'Neil, William Francis. The Relationship of Nationally Accepted Community School Characteristics and Their Implementation With Special Emphasis on Community Councils in Selected New England Community Schools. 33A:6028.

Patterson, Walter G. Community Councils and School Relations in Small Cities: Practices and Attitudes and Their Implications for Coordination of Services. 00:87.

CHAPTER 12

CHILD ADVOCACY

Child advocacy is a relatively new but rapidly growing mode of citizen participation. Here we present a survey of the publicly available case studies, analyses, and statements of goals of child advocacy. Many of these references are firsthand statements by participants and leaders of organizations involved in the child advocacy effort.

682. Abel, David. "Can a Student Sue the Schools for Educational Malpractice?" Harvard Educational Review, November 1974.

In 1973, "Peter Doe," an 18-year-old plaintiff who could read only at the 5th-grade level when he graduated from high school, claimed that his low reading ability is the direct result of the negligence of the San Francisco school personnel. As a result of the failure of the school professionals to "exercise reasonable care" in the discharge of their duties to provide instruction, guidance, counseling and/or supervision, Peter claimed personal injury and asked that the court hold the school district liable for damages in excess of $500,000 and $500,000 for punitive damages. This case involved the issue of parental rights to information as well as the general accountability of school systems. Abel's discussion of this case summarizes many of the important legal theories, statutes and precedents which apply to the rights of parents and students. This article was published before the decision in the case, which went against the plaintiff.

683. Beck, Rochelle and Butler, John. "An Interview with Marian Wright Edelman." Harvard Educational Review, February 1974, p. 53.

Marian Wright Edelman is director of the Children's Defense Fund of the Washington Research Project. The Children's Defense Fund (CDF) is a child-advocacy group that seeks the fair treatment of children in school, in the courts, and elsewhere. Its major priorities for change are:

(1) ending the exclusion of children from school (through suspensions, expulsion, neglect);

(2) classification and treatment of children with special needs;

(3) controlling the use of children in medical experimentation, particularly drug research;

(4) strengthening the child's right to privacy in the face of growing computerization and data banks;

(5) reform of the juvenile justice system; and,

(6) child development and day care.

Edelman sees these objectives as being hampered by two large gaps, which CDF attempts to bridge: (1) between people in local communities and Federal-level advocates, and (2) among people of various disciplines. Researchers' and academics' efforts do not coincide in an effective way with those of policymakers and lawyers. CDF attempts to unify these disciplines into a group that can respond effectively to the needs of the community.

684. Calkins, C. "Children's Rights: An Introductory Sociological Overview." Peabody Journal of Education 50 (1973) pp. 89-109.

Calkins provides a lengthy and informative theoretical and historical survey of the concept of "children's rights." He argues that bureaucratic institutions often unintentionally classify and treat children as things rather than persons. Sociologists are urged to recover and establish the notion of a child as a person rather than merely a "client-problem" or "possession" of some adult. Article should be of more interest to legal theorists and policymakers than to case workers or advocates.

685. Cary, Eve. "What Every Teacher Should Know About Student Rights." Washington, D.C.: National Education Association, 1975. 40 pages. ED 110 436.

The author provides a useful discussion of student rights and a summary of court cases and rulings on dress codes, long hair, and censorship of high school newspapers. The Buckley Amendment guaranteeing the students' "right to know" and its implications are discussed in some detail. Though directed at teachers, students and parents should find this an informative document.

686. Dalmat, E. "Pioneering in Child Advocacy." Journal of Clinical Child Psychology 3, No. 2 (1974) pp. 10-12.

Highly recommended, this article by an official of the National Institute of Mental Health serves as a short but informative introduction to the theory and practice of public policy with respect to child advocacy. It describes six federally funded pilot projects in child advocacy, reports on their current (c. 1974) status and discusses their goals and objectives. Among the objectives is increased community involvement. Community residents are trained to act as paraprofessional advocates and monitors of advocacy programs. The author notes that many of these participants have subsequently become involved in other areas of community development.

687. Duffee, David. "Due Process: Can It Thrive In a Classroom?" Instructor

LXXIV (1974) pp. 56-58.

Duffee presents some interesting questions about student rights and calls for greater student participation in the governance of schools. The article relates to the need to consider student participation along with community participation.

688. Edelman, Marian W. "Mounting Effective Child Advocacy." Proceedings of the American Philosophical Society 119, No. 6 (1975) pp. 470-78.

The Director of the Children's Defense Fund (CDF) of the Washington Research Project sounds a "call to arms" and provides an informative, factual introduction to the topic of child advocacy. It describes the CDF, its origins, policies and goals, and summarizes its report on "Children Out of School." The CDF study found that there was a racial and economic class bias to the numbers of children not in schools. The author suggests that this is no coincidence and argues that poor and minority parents must use litigation and organizations such as the CDF to protect the rights of their children. This is followed by a documentation of successful cases of litigation for children's rights.

689. Edelman, Peter B. "Massachusetts Task Force Reports: Advocacy for Children." Harvard Educational Review 43, No. 4 (1973) pp. 639-52.

The author begins by saying, "This essay is not about what needs to be done for children, but about tactics, ways to go about trying to change public policy as it affects children." After noting the recent rise of citizen advocacy groups, he goes on to describe the success story of the Task Force of the Massachusetts Advocacy Center (funded in 1972 by the Ford Foundation). Citizen advocacy groups are offered the following advice:

(1) They should develop their own staff resources. This allows their proposals to be specific, programmatic rather than merely ideological and enables the group to prepare cost-impact statements. The latter can serve to defuse potential opposition on fiscal grounds.

(2) Where a group lacks resources for its own staff, the relevant information can be obtained by contacting and inviting membership from lower- and middle-level professional public servants, e.g., school psychologists, welfare case workers, etc.

(3) The "contacts" suggested in (2) above (cemented by membership invitations) would enable the group to engage in internal advocacy. In general, citizens are urged to pay attention to executive agencies as well as legislative bodies.

(4) With respect to external lobbying of legislative bodies (e.g., State Legislatures and school boards) advocacy groups would do well to forge alliances with other interested groups, e.g., welfare-rights organizations, public-interest lobbies, etc. Furthermore,

given that, executive associations (e.g., school psychologists, teacher and case-worker unions) should themselves lobby legislative bodies in support of public policies, budgetary allocations as they relate to children. These should not be ignored. Again, such alliances can be cemented by inviting membership from these potential "allies".

The author warns that these maxims are based on what worked in the Massachusetts political environment. However, the more general point about networking and the injunction not to see all public agencies and officials as a monolithic, uniformly indifferent and hostile "establishment" is valuable for citizen organizations.

690. Gregory, R.J. "Rescue of Child Advocacy." Peabody Journal of Education 49, No. 2 (1972) pp. 119-25.

Arguing that child advocacy should transcend the focus on individual cases and move on to be a force of social change on behalf of all children, the author proposes that child-advocacy activities in each local community be organized and focused in "Neighborhood Learning Centers." These centers would mobilize a community around the issues of child advocacy, serve as monitors, lobbyists and constituency organizations for child-related social policies, and in general represent that community with respect to the school system. This thesis is illustrated by a first-hand report of one small, southern town's university-initiated Neighborhood Learning Center. In one case the existence and pressure from that center helped a sympathetic school superintendent initiate minority-oriented educational programs over the objections of the local school board and other political conservatives.

691. Kahn, Alfred J., et al. Child Advocacy: Report of a National Baseline Study. U.S. Department of Health, Education, and Welfare, Office of Child Development (DHEW/OCD): Children's Bureau. DHEW Publications # (OCD) 73-18, Stock # 1791-00185. Price $1.50. For sale by Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Highly recommended. This document provides: a national survey of child-advocacy programs, laws and organizations, a preliminary report on the effectiveness of various strategies and approaches to child advocacy, and a set of sometimes specific suggestions for a national program on behalf of children.

Chapter titles include:

1. Background of Child Advocacy
2. The National Picture
3. A Proposed Focus for Child Advocacy
4. Advocacy in Action
5. Program Variables: Search for Results
6. Overview of Recommendations

The authors' philosophy and public policy proposals may be found in chapters 3 and 6. They argue for more class-action efforts and for a broad-based effort on behalf of children. More specifically they call for: the establishment of a children's advocate agency within the Federal Government (separate from OCD); a children's rights litigation support unit at DHEW; and the institution of a biennial "state-of-the-child" inventory to challenge all units responsible for public policy. These would all provide support services for voluntary child-advocacy groups. The groups themselves are encouraged to develop on-going contacts with sympathetic public agencies and contact each other, thus sharing information and learning from each other's successes/failures. Chapter 2 and 4 survey child advocacy in the field. In addition, Appendix A--"Reports From the Field"--contains ten minicases of successful, citizen-initiated child-advocacy programs around the Nation; Appendix B contains a State-by-State listing of existing child-advocacy organizations.

Chapter 5 amounts to a minihandbook for effective child advocacy. Readers are shown the targets for child-advocacy action, are urged to form links with State-, national- and neighborhood-based organizations and are shown the comparative advantages/pitfalls of organizing around issues, problems, agencies, and legal precedents.

In addition, Appendixes C and D contain a useful bibliogrphy on the concept, programs, and field research on child advocacy.

692. Mearig, Judith S. "On Becoming a Child Advocate in School Psychology." Journal of School Psychology 12, No. 2 (1974) pp. 121-29.

Mearig is the coordinator of a graduate program in school psychology at St. Lawrence University, and describes herself as a "freelance" advocate in a rural area. From this perspective, she focuses on the responsibility of individual professionals as well as the role of professional training programs for school psychologists. Her conviction is that individual psychologists must have a personal commitment to "follow through," to see that children's needs are met. Examples of child-advocacy training activities supplement her conclusion that training programs must include both a philosophical commitment to advocacy and practical experience.

A bibliography on child advocacy and school psychology is included.

693. Meyers, Stanley. "Child Advocacy and Training Child Care Specialists." Child Care Quarterly 4, No. 4 (1975) pp. 260-61.

This very brief article is primarily a philosophical statement about child advocacy; its main point is that advocacy must do more than plead for change, it must demand what is needed.

694. Olfson, Lewy. "Today's Mandate: Policies that Fling Open the Doors of Learning to Handicapped Pupils." Updating School Board Policies 5, No. 5 (1974) pp. 1-4.

This short informative review and summary is of two court cases: Penn-

sylvania Association for Retarded Children v. Commonwealth of Pennsylvania (1971) and *Mills v. Board of Education of the District of Columbia* (1972) and their implication for parents and advocates of handicapped children. The author points out that in the *Mills* case, the court eliminated lack of finances as a reason for not providing equal education opportunity for handicapped children.

695. Reynolds, J. "Various Developments in Child Advocacy as Currently Practiced Throughout the United States." *Journal of Clinical Child Psychology* 3, No. 1 (1974) pp. 13-15.

In this brief informative survey of the literature, organizations and programs in the area of child advocacy, the author argues that citizen participation has been crucial to the success and continued existence of child-advocacy programs. Neighborhood residents not only serve as paraprofessional advocates and members of advocacy boards/councils, but have organized into interest-group, constituency organizations (e.g., "Coalition of Children," in Pittsburgh, Pa.) for Federal and State child-advocacy programs.

696. Savage, David C. "How--Starting This Fall--the New 'Handicapped Law' Will Jolt Nearly Every School Board in the U.S." *American School Board Journal* 164, No. 8 (1977) pp. 53-56.

Savage discusses the impact of the new Federal Education for All Handicapped Children Act, on local school systems. The thrust of his argument is that this act, a "civil rights bill for handicapped children," places unfair fiscal and administrative burdens on local school systems without a corresponding degree of Federal support. Readers who may not agree with Savage's position would still find his summary of the Act, its implications, and its history in judicial precedents and the child-advocacy movement quite useful.

697. Shannon, Thomas A. "The New Tactics Used by Plaintiffs in Imposing Their Views on or Enforcing Their Rights Against Public School Boards--A Commentary." *Journal of Law and Education* 2, No. 1 (1973) pp. 77-87.

The author argues that the recent "rash" of judicial precedents, advocacy and legal aid groups has led to too much judicial intervention into the prerogatives of school boards and school system authorities. However, even readers who do not share the author's opinions will find his summary of precedents, cases, and tactics quite informative and helpful.

698. *State Offices of Child Development: The Eighth Report of the Early Childhood Project*. Denver, Colorado: Education Commission of the States, September 1975. 98 pages.

Directed at State policymakers, but equally useful to citizens, parents, and advocates, this report provides descriptive information on the legislation, regulation, and administrative structure of child-development and/or child-advocacy programs in 17 States. The States are: Alaska, Arkansas, California, Florida, Hawaii, Idaho, Louisiana, Massachusetts, Mississippi, North and South Carolina, Tennessee, Texas, Utah, Vermont, Washington, and West Virginia.

699. Sugarman, M. "Organizing for Child Advocacy--Children's Lobby." Peabody Journal of Education 50, No. 2 (1973) pp. 114-19.

The principle argument is that child advocates should focus their efforts on the decisionmaking process of legislative bodies which deal with children's problems. This contention is supported by data showing the discrepancy between funds proposed or authorized for children's programs (see p. 116--"Head Start for 1973") and funds actually later appropriated. Citizens are urged to organize into a strong national constituency for these programs. The article concludes with a description of efforts, successes and failures of the author's participation in establishing a national "Children's Lobby."

700. Thomas, Arthur E. "Community Power and Student Rights." Harvard Educational Review 42, No. 2 (1972) pp. 173-216.

Thomas, the founder and director of the Center for the Study of Student Citizenship, Rights and Responsibilities in Dayton, Ohio, argues that one of the most effective and necessary ways of beginning to organize community control of schools as well as to achieve humane and effective education for black children is to develop legal channels to protect student rights. His concern is for everything from school rules and regulations to court cases to do with tracking and expulsion. Thomas focuses on new interpretations and uses of the law to confront racist educational channeling and general miseducation of blacks. Demonstrating the psychologically liberating aspects of using the law to give students and their parents a new sense of control over their lives, the author uses many examples from the Dayton, Ohio, school system.

701. Washington Research Project, Children's Defense Fund. "School Suspensions: Are They Helping Children? A Report." Cambridge, Massachusetts, 1975. 27 pages.

This publication is a report on the national study done on suspensions. It reviews the problems of suspension and expulsion, including several case studies of children who were excluded from school. The report stresses two main facts: (1) most suspensions are ordered without formal procedures and have little benefit to the child; and (2) black children are suspended at twice the rate of any other group. In addition to documenting the problems of suspension, the report offers several alternatives to exclusion from school. Appendixes are included with pertinent information, tables are supplied for tabulation of the raw data collected, the national provisions for suspension and expulsion are reproduced, and a sample discipline code is provided.

This report includes a wealth of information for any person investigating suspension. The section titled "On Effective Advocacy" (p. 122) is particularly good for parents trying to change the suspension policy in local school systems.

702. Westran, Jack C. and Stiles, Christine L. "The Child Advocacy System: A Case Report." Paper presented at the Annual Meeting of the American Orthopsychiatric Association, April 1972. 17 pages. ED 067 592.

The authors report on the State of Wisconsin's four-year (1968-72) effort to plan and implement a coherent statewide advocacy system. They note that very few parents or policymakers seemed to be aware of the potential of child advocacy; very few professional psychologists seemed able and/or interested in applying existing clinical and research-based knowledge to children's needs. They urge that child advocacy become a routine and integral part of public education. The resulting alliance between educators and parents of troubled children would create a powerful force for social change on behalf of children.

SECTION IV

GUIDES TO CITIZEN PARTICIPATION

In this section the emphasis shifts from analysis and commentary to more direct, practical advice and guides for informed and effective citizen participation. The four chapters that follow list and describe handbooks, information and resource guides, bibliographies, and publications targeted for participating citizens.

CHAPTER 13

HANDBOOKS/MANUALS

We found it useful to work with a broad definition of "handbook." Included in this chapter are not only specific, step-by-step, "how to" manuals, but also more general works which combine case studies, practical advice, and resource guides useful to participating citizens. The sheer size of this chapter is testimony to the upsurge of interest in citizen participation among scholars, policymakers, and a growing national network of supportive organizations. The earlier (1973) edition of this Annotated Bibliography contained only a third as many references in its "handbook" section.

703. Alinsky, Saul D. Rules for Radicals: A Practical Primer for Realistic Radicals. New York: Random House, 1971.

This book is exactly what it says it is--a practical primer in community organization. Alinsky starts from the way the world is and sets about organizing people to gain power and control over their own lives. He discusses what makes a good organizer, a good organization, and a good issue and the relationship among them. He analyzes many difficult problems such as the age old ends-means question and communication between individuals with different interests and backgrounds. Throughout the book his vision of the dignity of the individual and the necessity of participation for the renewal of the democratic and creative spirit provide a steady inspiration. More importantly, Alinsky draws on his experience as the most successful community organizer of his generation to give concrete priorities, perspectives, and tools to future generations.

704. A Real Alternative: The Final Report and Recommendations of the Community National Field Task Force on the Improvement and Reform of American Education for the Office of Education. Washington, D.C.: United States Government Printing Office, May 1974. 93 pages. ED 093 865.

This report covers a lot of ground and focuses on the larger issues in the history and future of American public education. Its authors argue that: "What this era demands is plainly not the preparation of teachers and other educational personnel for today's world but rather the preparation of all the people, young as well as old, for the world of tomorrow. This must be the mission and assignment of American education." More specifically the report calls for more informed citizen participation and outlines some steps for training and developing the skills of participation. It recommends that ERIC material and resources be made available through local community information offices. The report's 9 appendixes (pp. 40-91) include case studies of skills development, guidelines for citizen-initiated task forces, and model questionnaires for conducting community surveys.

705. Becker, James and Hahn, Carole L. Wingspread Workbook for Educational Change Agents. Boulder, Colorado: Social Science Education Consortium, Inc., 1975. 100 pages. ED 115 577. Available from Publications, Social Science Consortium, Inc., 855 Broadway, Boulder, Colorado 80302.

One of two publications resulting from a national seminar on "Diffusion of New Instructional Materials and Practices" held in Racine, Wisconsin in 1973, this handbook outlines the steps involved in: researching, communicating, and implementing curricular innovations. Though directed at professionals, citizens should find this a readable and useful document.

706. Bowers and Associates: Reston, Va. A Guide to Needs Assessment in Community Education. U.S. Government Printing Office, Stock No. 017-080-01609-5, Washington, D.C., 1976.

The intended audience are applicants for United States Office of Education Community Education grants. After summarizing the Federal mandate in the Community Schools Act and outlining the steps needed to apply, the authors provide a general, sophisticated discussion of the rationale and the pitfalls of needs assessment. The remainder of the document serves as a handbook of steps, activities, and instruments involved in needs assessment. This document concludes with a brief set of references describing tested needs assessment programs.

707. Buskin, Martin. Parent Power: A Candid Handbook for Dealing With Your Child's School. New York: Walker and Co., 1975. 192 pages.

This book is not half as militant as its title. Secondly, it is not really a handbook in the sense of a set of specific step-by-step guides to citizen action. Only chapter VII discusses tactics and strategies of citizen involvement. Even there, the discussion is not solidly grounded in research or in-depth case studies/success stories. However, the author does bring his experience as an education editor for Newsday--a suburban, Long Island newspaper. The only in-depth "case study" can be found in chapter VIII, which describes the author's "days-in-the-life-of" a Junior HS, and elementary school and on a school board. Finally, the cases, illustrations, issues, and advice all relate specifically to suburban schools and parents.

On its own terms this remains a useful book. It should be read as a guide on "what" to look for in getting involved rather than "how" one can get involved in school policymaking. Other chapter titles and topics include:

I. What Makes a Good School District?

II. Curriculum Innovation (a parents' guide to educational concepts, programs, and/or "facts")

III. The Testing Maze

IV. Special Education: The Right Class for Your Child (advocacy-children's rights)

V. Citizen Committees: What They're All About

VI. Working with the Guidance Counselor (includes a discussion of vocational education)

VII. Tactics and Strategies (includes a discussion of parents' role in integration)

IX. Conclusion: A Look into the Future (discusses: finance, alternative education, accountability, consolidation-regionalization, integration, teachers' organizations)

Chapter X "Where to Get More Information," contains a selected list (annotated) of parent-directed publications and a listing and description of nationwide citizen-parent advocacy organizations.

708. Chicago's Schools: A Handbook for Students and Parents. American Friends Service Committee, Chicago, 1976. 167 pages.

This handbook brings together, summarizes, and translates into lay people's language the rules, cases and regulations that effect the rights of parents and students in the Chicago Public Schools. The chapter titles and topics include:

Title I
Desegregation
Sex Discrimination
Constitutional Rights
Bilingual
Special Education
Gifted Programs
Suspensions
Civil Rights Agencies
Records
Locker and Student Searches
Fees
Corporal Punishment
Advisory Councils
Principal Selection
Boards of Education

Most chapters begin with a brief, historical introduction to the subject, a summary of the rules, laws, precedents and regulations facilitating or mandating parent and student involvement, and conclude with a set of specific steps that can be taken in getting more information and initiating grievances or appeals. An added feature in each chapter is a list of people, agencies, organizations and addresses that have responsibility and/or provide support for student rights.

The content and the advice is focused specifically to Chicago and more generally to Illinois.

709. Cox, Fred, et al. Strategies of Community Organization: A Book of Readings. Itasca, Illinois: Peacock, 1974.

It is hard to characterize an anthology that has 4 editors, 28 entries, 35 contributors and manages to contain both Saul Alinsky and Edward Banfield between the same two covers. The articles range for theoretical models and research designs to policy manifestoes, to personal reminiscences of administrators, community organizers and community members. The data are all descriptive and illustrative and, despite some political science and sociological jargon, easily read by the lay person. In fact, this anthology seems suited as an introduction and survey of the topic of community participation. One drawback, for present purposes, is that there is only a total of 20-22 nonconsecutive pages (out of 411) devoted explicitly to the schools.

However, it remains useful in that it demonstrates the variety of methodological (interest group political science, radical political economics, social-psychology, organization theory, functionalist sociology, etc.) and ideological orientations that can be brought to bear on the issue of community participation. The editors argue that strategic proposals must recognize that not all community groups are the same and/or that one and the same group can function and can be seen simultaneously a micropolity, a complex organization, and as a primary group. Furthermore, community organization can be differentiated as to objectives which the author identifies as "locality development, social planning, and social action." The anthology is organized around the questions of how to define a group, its linkages with formal bureaucracies, and three objectives of community action. The appendix contains what amounts to a mini-handbook for community organizers and a 5-page bibliography of the literature up to 1972.

710. Cromwell, Bea and Suzanne Root. Surveying Your Community: An Approach to Community Involvement in Schools. Philadelphia: Research for Better Schools, Inc., 1976.

This is one of the clearest, best organized handbooks available about using a survey to begin the change process in schools. Instructional materials include worksheets, exercises, checklists, and planning sheets for each task in the survey process. The guide is organized around seven tasks involved in collecting data about citizens' attitudes toward schools:

(1) define the purpose of a survey;

(2) decide about data-collection methods, people to be surveyed, and sampling techniques;

(3) select specific respondents;

(4) develop materials for data collection;

(5) collect data;

(6) process data; and

(7) analyze and interpret data and prepare a report.

Both a project director's guidebook and staff handbook are provided. These materials are equally useful to parents' groups and school personnel. The book's strength is that it provides step-by-step, detailed well-illustrated information about all phases of conducting an attitude survey using language that people who are not educators can understand.

711. Davis, Albie. How to Work with Advisories. Report No. 73. Durham: New England Program in Teacher Education, 1974. ED 111 766.

Davis has written a short (11 page) practical guide to working with citizen advisory groups. It is written for staff who are responsible for establishing and working with advisories; however, it would be equally useful to citizens who are starting an advisory or advocacy group. Davis' viewpoint is one of respect, enthusiasm, and support for the potential of advisory groups. The section on starting a group includes guidelines for developing representative membership and techniques for establishing a positive climate at the first meeting. This guide makes an important point regarding the timing of a group's activity and underlines the importance of planning group activity in a way that is consistent with the "cycles" for planning and decisionmaking and the general calendar of the institution.

712. Educational Resources Information Center/Clearinghouse on Rural Education and Small Schools. How Well Do They Represent You? A Handbook on Rural School Boards for Parents and Other Citizens. New Mexico: ERIC Clearinghouse on Rural Education and Small Schools, 1974.

This booklet's purpose is to suggest ways in which citizens can more actively participate in their local schools to improve educational opportunities for children. It provides the reader with the background for understanding school boards, the way they function, their membership, their duties and responsibilities, and the role of a school board in society.

713. Fernandez, Happy. Parents Organizing to Improve Schools. Columbia, Maryland: A Parents' Network Production of the National Committee for Citizens in Education, 1976. $1.50.

Fernandez is a parent who has been involved in Philadelphia's Parents Union for Public Schools. Her short (52 pages) pamphlet provides clear, well-organized, interesting and readable information about organizing parent groups from the viewpoint of a person who "knows the ropes." The strength of the booklet is that it combines valuable "how to" information with a theoretical perspective that builds a compelling argument for the right of parent involvement in school decisionmaking. Included is Philadelphia's Parents' Bill of Rights. This is a basic resource for staff or parents who are thinking about how to organize and train a parents' group.

714. Foster, Florence P. Planning Parent-Implemented Programs: A Guide for Parents, Schools and Communities. Trenton: New Jersey State Department of Education, February 1969. ED 036 322.

This booklet relates some of the work of the New Jersey Work Study Conference which proposed a plan for parent involvement in the public schools via Follow Through, a Federal program devised as an extension of Head Start. The philosophy and justifications for parent participation are discussed and a tentative policymaking framework is set forth, with emphasis on making parents feel that they share in the decisionmaking process and on casting educational professionals in a liaison role. Included is a phase-by-phase outline with guides to implementation and decisionmaking ranging from budget and facilities to personnel and community relations.

715. "Funding an Alternative School." Alternative Learning Project. Providence, Rhode Island, 1975. ED 121 931.

A brief and concise report which mentions, among other things, sources for Federal, State and local funding for alternative school programs. This is not a pamphlet designed to provide coping strategies for alternative school planners, but rather a resource of "helpful hints," including suggestions for curriculum and warnings about budgeting and hiring practices.

716. Fund Raising by Parent/Citizen Groups. A Parents Network publication of the National Committee for Citizens in Education, Columbia, Maryland, n.d. 52 pages. Available from National Committee for Citizens in Education, Suite 410, Wilde Lake Village Green, Columbia, Maryland 21044. $1.75.

A basic, practical, step-by-step guide to fundraising activities, this publication identifies private funding sources individuals, foundations and corporations. The 11 chapters lead readers through the development of a fundraising plan. The pamphlet contains sample proposals, suggestions on how to form a tax-exempt organization and tips on how to cultivate and report back to donors.

717. Gathering Information About Your Community School: A Handbook for Planning and Carrying Out Needs Assessment for School-Community Advisory Councils. The Planning Office of Flint Community Schools, Flint, Michigan, 1975.

This companion handbook to Gathering Information About Your Community School is directed to councils which want to review their effectiveness and history to plan their future operation and organization. This handbook recommends that an assessment committee be established to guide the council through a process that analyzes the leadership, development, and the self-growth of individual members. Charts, well-chosen examples, and samples of checklists, forms, and other tools useful to the assessment process are provided.

718. Gordon, I.J., and W.F. Brievogel, eds. Building Effective Home-School Relationships. Boston: Allyn & Bacon, 1976.

This is a "how to" book designed to offer practical suggestions, based on the editors' decade of experience with the Florida Parent-Education Follow Through Program, on ways in which school-personnel and parents can work together toward better education. The primary focus is on the home-visitor programs designed to: (1) make educators more sensitive to each child's unique needs and experiences and (2) provide parents with information on how the home may be a learning environment which complements the classroom (see chapter 8, "Home Learning Activities"). The general concept behind home visitation is discussed in chapter 2.

The recruitment and training of home visitors is discussed in chapters 3 and 4. Evaluating programs of home visitation are discussed in chapters 9 and 10; appendixes B-M contain examples of application forms, interview schedules, etc. actually used in the Florida program. Appendix A contains a list of publications on home visitation and various aspects of parent-involvement, available at cost from the institutions which sponsored this study. Chapters 5 and 6 deal respectively with the role of teachers, parents, and administrators (including school-board members) in the home-visitor program.

The authors recognize, despite the overwhelming focus on home visitation, that this program is only part of a larger, two-way process of interaction between parents and schools. This is developed in chapter one which discusses the genesis of the present program, recent and traditional trends in parent involvement, the value and the types of parent involvement. Parents' involvement goes on at many levels. First, parents are the recipients of the home visit; secondly, in many cases parents will be recruited as home visitors; and finally, parents as members of Citizen Advisory Councils (see pp. 104-110 for a typical "constitution" of a CAC), will have input into the design, implementation and evaluation (see especially pp. 34, 91, 107, 114, and 194 of home-visitation programs).

719. Hackensack Public Schools (New Jersey). "Home-School Interaction: Project LEM." 1973, 9 pages. ED 105 618.

A brief description of one school district's efforts at public relations which goes beyond what is normally taken to be "PR." It is based on the premise that:

> An essential part of establishing Project LEM was the development of a multi-faceted informational approach to help assure that facts replaced rumors, and enthusiasm replaced parent anxiety. The LEM staff believes that good public relations call for parents neither being "sold" nor merely kept informed, but rather, for getting them to participated in helping to develop the program and climate for improved learning.

A description of the project follows, including the Citizens' Advisory Council of 15 members, how they were chosen, and their specific duties. Responsibilities included: serving as a sounding board, disseminating information, talking to parents, and augmenting the manpower of Project LEM. An evaluation of the project is also included.

720. Harvard Center for Law and Education. Bi-Lingual and Bi-Cultural Education: A Handbook for Attorneys and Community Workers. Cambridge, Massachusetts: Harvard Center for Law and Education, December 1975.

A resource for legal service lawyers and other community advocates who need quick access to the basic laws concerning bilingual-bicultural education, the book is a collection of briefs, articles, government memorandums, and State and Federal laws pertaining to bilingual-bicultural education, the applicable Federal law, State laws, types of programs already implemented, and other educational issues.

As most of the material consists of reprinted legal documents and briefs, the book is quite technical; reprinted articles supplement most chapters and provide a more general overview of the topic. An extremely helpful aid to those needing information on funding, litigation or enforcement of Federal or State law in order to set up bilingual-bicultural education programs.

721. Hofstrand, Richard K., and Phipps, Lloyd J. Advisory Councils for Education: A Handbook. Urbana, Illinois: Illinois University, Department of Vocational and Technical Education, 1971. 49 pages. ED 057 213. Available from: Urban Educational Development Laboratory, Department of Vocational and Technical Education, 338 Education Building, University of Illinois, Urbana, Illinois 61801. $.50.

Fairly specific, this pamphlet provides information and advice on selecting members; the internal workings of an advisory council, e.g., its officers, bylaws and agenda; and functions. It contains a useful sample charter, bylaws, member selection forms, self-evaluation forms, and an extensive bibliography.

722. How to Research the Power Structure of Your Secondary School System. Lincoln, Nebraska: Study Committee on Undergraduate Education and the Education of Teachers, 1973. Available from: The Nebraska Curriculum Development Center, Andrews Hall, University of Nebraska, Lincoln, Nebraska 68508.

This manual was written for students who want to understand and influence decisions made about secondary school curriculum as well as general school policies and practices. Students need not only knowledge of a given situation but also need to know how to get that knowledge--the critical research method. The format of the book is clear and useful. Each topic area is organized by a series of key questions and corresponding notes about where to find answers. Finding the answers to the questions in each section will provide a comprehensive picture of the personalities, policies, responsibilities, and resources needed to understanding a high school's power structure. The appendix lists and provides examples of materials that describe more information resources, including National Education Association regional offices, publications, and a sample of State code information. Parents' groups will find that both the content and organization of this manual are useful in any effort to understand the power structure of any part of a local school system.

723. Ingalls, John D. A Trainer's Guide to Androgogy: Its Concepts, Experience, and Application. Washington, D.C.: U.S. Department of Health, Education, and Welfare, 1973. Available from the U.S. Government Printing Office.

"Androgogy" is a neologism for "adult learning," as distinct from "pedagogy"--child learning. This guide gives detailed information about plannin and leading learning experiences for adults using a model that places more responsibility on the learner than the traditional, teacher-centered lecture/reading/exam model generally associated with learning. The guide sometimes uses language that is too specialized, but the basic ideas and strategies for helping adults learn are clearly expressed. This is a good resource for trainers of parent groups or for members of training committees.

724. Jenkins, Kenneth D. "Community Participation and the Principal." Paper presented at the Annual Meeting of the National Association of Secondary School Principals, Las Vegas, Nevada, February, 1975.ED 102 691.

Jenkins provides a sympathetic discussion of the stresses inherent in the changing role of the principal and focuses on principals' responses to the pressures of increased public involvement in school management. He concludes with a set of twelve suggestions designed to prepare principals for citizen participation.

725. Jones, Philip and Jones, Susan. Parents Unite! The Complete Guide to Shaking Up Your Children's School. Copyright by P. and S. Jones, 1976.

This very practical handbook-guide to parent/citizen involvement suggests how parents can organize, raise funds, and concentrate their potential power. It contains practical, specific advice on how to get information on schools and how to deal with the educational bureaucracy. It also describes what has been done and what can be done in specific areas (e.g., collective bargaining) of interest to parents. Topics discussed are: parents, school/community politics and educational problems; parent mobilization centers--the "Alinsky" approach; how to run parent meetings; fundraising and grantmanship; factfinding and evaluation; how to talk with and decode school bureaucrats; parent participation in collective bargaining and evaluation; and parent-initiated alternatives.

726. Kozol, Jonathan. Free Schools. Boston: Houghton Mifflin Co., 1972.

Parents who start their own schools demonstrate one form of citizen participation in education. Kozol, a well-known education critic, presents a deromanticized, very helpful primer for such parents or for teachers and others interested in alternatives to the public schools. He includes many practical suggestions about teaching, selecting staff, decisionmaking, raising money, setting objectives, and keeping these schools going, and recommends readings--as well as people and organizations--that can offer information and assistance.

727. Kuykendall, Crystal. Developing Leadership for Parent/Citizen Groups. Columbia, Maryland: A Parents' Network Publication of the National Committee for Citizens in Education, 1976.

This is a companion to Parents Organizing to Improve Schools in that it provides specific information about the most important task to be tackled after establishing a group--developing leadership skills for a large proportion of the membership. It is useful to groups that are thinking about training because it clearly spells out standards for leadership and group effectiveness. It includes a self-administered leadership quiz that would be helpful to individual group members as a way of identifying strengths and weaknesses that have implications for what needs to be learned. Like most NCCE publications, this pamphlet is readable and well-organized and valuable to parents' groups because it is right on target in terms of the kinds of problems and issues that must be addressed. It is useful for planning and conducting training.

728. Leibert, Edwin R. and Sheldon, Bernice. Handbook of Special Events for Non-Profit Organizations: Tested Ideas for Fund Raising and Public Relations. New York: Association Press, 1972.

A useful manual for fundraising for nonprofit citizen organizations. While not specifically directed at schools, it contains suggestions useful to all citizen organizations that find themselves in need of raising funds.

729. Levy, Clifford V. A Primer for Community Research. San Francisco: Far West Research, Inc., 1972. Order from Far West Research, Inc., Suite 702, 116 Geary Street, San Francisco, California 94108. $5.50.

Clifford Levy's brief, nontechnical book provides a step-by-step guide to conducting a survey, reporting findings, and presenting the final report. The book is written for citizens who want to know how to do community research. The writer assumes that readers have little or no previous research experience and that they need clear instructions about how to accomplish all of the steps in implementing a valid research project. A good survey is one which is well planned; which provides a logical, easily understood questionnaire; uses a good sample; hires well trained and supervised interviewers; and is free of bias. The book provides clear instructions about how to plan and take action on each step. The appendix contains a glossary that explains commonly used research terms.

730. A Litigation Packet for Title I of the Elementary and Secondary Education Act. Harvard Center for Law and Education and NAACP Legal Defense and Education Fund, Inc., 1972.

This handbook is based on the premise that, although Title I signified a tremendous change in Federal Government responsibility for the education of children from low-income families, there is nevertheless a massive failure to carry out the mandate of Title I. The book proposes litigation as the most viable approach to immediate reform and offers guidelines for information gathering and analysis, standing and jurisdiction, comparability requirements, and community participation. Sample complaints and interrogatories are included. Additional materials in the packet include related article reprints, Title I program guides, court cases, and useful information on what the law can do and how parents can become involved.

731. Lurie, Ellen. How to Change the Schools. New York: Random House, Inc., 1970.

A product of Lurie's fifteen years of experience in tangling with "the system," this book is aptly described by its subtitle, "A Parent's Action Handbook on How to Fight the System." She has five children in the New York City public schools and her emphasis on hard-hitting, practical ideas is derived from her conviction that the schools are not good enough for her, or anyone else's children. Information is included on how the school system functions (and what is wrong with how it functions) in the following areas:

(1) Making a school visit
(2) The curriculum
(3) Compensatory education and curriculum reform
(4) Hiring, improving, and firing the staff
(5) Reporting to parents
(6) The cumulative record card
(7) Student suspensions and student rights
(8) Public hearings
(9) Parents' rights
(10) Organizing against the system

At the end of each chapter, an "action checklist for parents" is supplied. These lists contain specific suggestions on topics ranging from "what to do if your child is suspended" to "how to prepare for a public hearing."

Lurie judges the need for united community action to be of paramount importance. Parents are urged to fight for the rights of themselves and their children, beginning with a specific problem which requires attention within their community. While How to Change the Schools is particularly valuable for parents in the New York City school system, the tactics which are suggested would prove helpful to any parent or community group interested in causing change. This is still one of the best available "manuals" for parents interested in school reform.

732. McLaughlin, Milbrey. Parent Involvement in Compensatory Education Programs. The Center for Educational Policy Research Reprint Series #6. Available from the Huron Institute, 119 Mt. Auburn Street, Cambridge, Massachusetts 02138. $2.50.

This reprint assumes that while the children in the lower socioeconomic bracket do less well academically, it is the home environment, and particularly the maternal teaching style, which are the critical factors, not the socioeconomic status itself. There is some evidence that the parents with the most positive influence on their children's learning feel a sense of control over their own lives, take an interest in and encourage their children's learning, use home resources for learning such as magazines, books and games both for themselves and for their children, and interact in a supportive (and verbal) manner with their children.

Two models of parent involvement are:

(1) Parent participation: programs which seek improved home-school relations and understanding through (a) increased parent participation in school sponsored activities, or (b) parent participation on advisory groups;

(2) Parent training: programs which aim at providing parents with skills specifically related to helping their own children learn.

Three successful parent participation programs described are the Learning to Learn preschool demonstration program in Jacksonville, Florida; El Rancho Unified School District in California; and the Preschool Program in Fresno, California. Although many of the specifics are different, what these programs have in common are: informal meetings (often in small groups and on topics identified as of interest to parents); flexible scheduling and babysitting provisions which recognize parents' needs and priorities; outreach efforts (usually conducted by organized volunteer or hired community members themselves); and specific suggestions on how parents can work with their children.

733. Mann, Dale. Shared Control in Urban Neighborhood Schools: An Interpretive Essay and Bibliography, Draft. Columbia University, New York, N.Y.: Teachers College. Sponsoring Agency: National Institute of Education (DHEW), Washington, D.C. ED 083 355.

This report is intended as a companion to the author's Principal's Handbook for Shared Control in Community Schools. Mann analyzes research and data from field studies to identify the most effective methods of shared control in urban communities. These procedures were gathered in the book previously mentioned; the paper provides more detailed evidence for the recommendations in the Handbook, more extensive discussion of the literature, and a bibliography.

While the reading of both texts will prove redundant, the paper is organized parallel to the Handbook to facilitate cross-referencing on particular points, if necessary. The Handbook is more practically-oriented--this report, more research-oriented. Readers are advised to select the text most suitable to their needs.

734. Massachusetts Advocacy Center and the Massachusetts Law Reform Institute. Making School Work: An Education Handbook for Students, Parents and Professionals. Boston: Massachusetts Advocacy Center and the Massachusetts Law Reform Institute, 1975.

The areas covered in Making School Work include general concerns with attendance and discipline and more specialized attention to bilingual, special and vocational education. The book's greatest strength lies in its sections on the organization of parental groups and the planning for group meetings, publicity, and action. It also deals in an earthy and at times inspirational style with the stirring of school administrators toward positive change.

In both broad scope and pinpoint accuracy, Making School Work gives parents of school children a grip on the human and material mechanisms which produce the education problems they know well. It also urges parents into actions they may not have considered before. In this area, the authors advocate parental evaluation of teachers and principals through attendance at classes and administrative sessions. A detailed list of evaluation guide rules is provided, and initially diplomatic methods of influencing the performance of teachers and administrators are described.

Judged as a practical guidebook to the eager but uninitiated lay people in the world of educational politics, Making School Work is a successful voice of advice from sympathetic professionals.

735. Michener, John. Neighborhoods and Integration: A Guide to Neighborhoods. Baltimore: Baltimore Neighbors, Inc. 1971.

A booklet filled with guides, suggestions and practical activities for neighborhood organizations in interracial neighborhoods. Not, however, specifically about schools or school desegregation.

736. Miller, Mary Susan, and Samm, Sinclair Baker. Straight Talk to Parents: How You Can Help Your Child Get the Best Out of School. Briarcliff Manor, New York: Stein and Day Publishers, 1976. 226 pages.

This is a "how-to" book full of interesting, pertinent if somewhat general advice. The authors' basic premise is that what happens at home, and what happens between the home and school is just as important as what happens in the classroom. This orientation is spelled out in chapters I, II, X and XVI. Consequently, part of the book is focused on what parents can do at home to supplement classroom education: see chapters III, V-VI, IX-XI. Chapters VI, XIV and XV focus on and explain in lay people's terms, new trends, concepts and practices in curriculum. Chapter XIII, "Parent Action . . . When? How?" focuses specifically on citizen participation in education. However, the emphasis is on action in individual cases--what parents can do about their children's individual needs, not about educational policymaking in general. Moreover, parents are urged to "get involved" but not "interfere". (p. 172)

737. Modelog: A Catalogue of Comprehensive Educational Planning Models. New Jersey Department of Education, Division of Research, Planning and Evaluation, Trenton, New Jersey, 1975.

Modelog is intended to be a catalog for educational planning. It is perhaps the most useful resource that a school/community council concerned with educational planning could find. It describes, in useful and manageable detail, materials and processes related to one or more of the following six categories:

(1) goalsetting procedures
(2) writing objectives and using existing banks of objectives
(3) assessment procedures
(4) guidelines for program selection
(5) evaluating program effectiveness
(6) evaluating program efficiency

Modelog provides a survey of planning models in each category and information that can assist schools in determining the appropriateness of models for their situations. Each description contains information about the developer, source cost, and a narrative overview, description of procedures, implementation needs and special features.

738. National Committee for Citizens in Education, Columbia, Maryland. Violence in Our Schools: What to Know About It--What to Do About It. 1975. 52 pages. ED 111 083 Not available through ERIC. Available from: National Committee for Citizens in Education, 410 Wilde Lake Village Green, Columbia, Maryland 21044. $1.00. (Quantity discounts)

This handbook for parents and citizens emphasizes the factors that create violence in the schools and those that may lead to its modification. Explained are how citizens can become involved in the schools, what they need to know, and who must be involved in a school security plan. The handbook further discusses the training of security personnel, the physical plant, equipment, the education program, school policies, discipline, and implementation of the security program. Extensive appendixes on a wide range of related topics are included.

739. National Urban League. Parent Power and Public Schools: A Guide for Parent Advocacy. New York: Urban League Education Division. 1972. ED 081 876.

The National Urban League has prepared an easy to read handbook that could serve as a model for other handbooks for parents who want to improve the quality of their children's education. Common problems are presented in the form of cases that are representative of problems and laws pertaining to education in most States. The handbook includes information about the following topics relevant to parent action:

(1) Why and how to visit schools, including preparation and followup.
(2) School discipline, including acceptable disciplinary methods, suspension procedures, hearings, and physical punishment.
(3) Curriculum issues including promotion, special education and multiethnic textbooks.
(4) Procedures and suggested criteria for evaluating teachers.
(5) School records.
(6) Title I programs.
(7) Sources of legal assistance for parents and children whose rights have been violated.

740. Needs Assessment in Education: A Planning Handbook for School Districts. State of New Jersey, Department of Education, Bureau of Planning, 1974.

This handbook describes the comprehensive planning process and gives general information about needs assessment. It describes four planning and needs assessment models: (1) Fresno, (2) Dallas, (3) Phi Delta Kappa, and (4) Worldwide, chosen on the basis of features such as reasonable cost, replicability, field testing, comprehensiveness, and widespread participation. The models are summarized and compared and sample materials are provided. A useful glossary clarifies terms used by each model. Needs assessment evaluation questions are provided in the appendix. Clearly written and well-illustrated with examples, this handbook would be useful for a citizen group that wants to learn about the needs assessment process in general.

741. Parents Organize to Improve Schools. A Parents' Network publication of the National Committee for Citizens in Education, Columbia, Maryland 21044. $1.50.

This handbook gives concrete suggestions for organizing and running a parent group in the school. Its bias is toward active parent participation in school decisionmaking. The booklet is clear and concise. Its checklists and samples make its contents easily understandable. It deals with how to get together as a parent group; where to get information; uncovering the school power structure; how to identify and work with concerned staff; how to deal with school officials and what to do if they are uncooperative; how to develop leadership, plan meetings, use funds, and find resources; how to build on parents' strengths and rights.

742. "Parent Power and Title I ESEA." New York: National Urban League, Inc., 1971. Available from National Urban League, 55 E. 52nd Street, New York, New York 10022. $.30.

This pamphlet is designed to inform the parents of disadvantaged elementary and secondary school students of the provisions of ESEA Title I, and of the possible abuses of Title I funds which might otherwise be allocated to the direct improvement of their children's education. Its contents include: parents' guide to ESEA Title I: what it is and what it means to you; the best uses of Title I; parent power and Title I--the power role that parents must play in respect to Title I, and why; strengths within the law; the requirement and nature of advisory committees in Title I schools--questions that need answers; common abuses of Title I; the importance of advisory committees; monitoring Title I--questions that need answers; how to file a complaint; and, Title I information resources. (Annotation by ERIC.)

743. Paul, James L.; Neufeld, G.R.; and Pelosi, John. Child Advocacy Within the System. Syracuse, New York: Syracuse University Press, 1977. 176 pages.

Designed as a handbook, this book usefully describes the principles and theories of child advocacy. Its contributors focus on monitoring and assessing child-advocacy programs; advocacy strategies directed at schools, municipal and State governmental institutions; and training for advocates. It concludes with a series of steps for developing an advocacy system.

744. Pavloff, Gerald and Wilson, Gary. *Adult Involvement in Child Development for Staff and Parents.* (n.d.) Available from: Humanics Associates, 881 Peachtree Street, N.W., Atlanta, Georgia 30309. Cost: $7.00

This simple but engaging handbook is directed toward parent coordinators for the Head Start program. It is divided into the following sections: Parent Involvement; How Parents Can Participate: Making Participation Meaningful; What the Parents Groups Do: The Parent Sub-Committee; What Would the Parents Be Interested In? Parent Involvement and the Center Staff; the Policy Council and the Board of Directors; and Helps, Hints, and Concluding Thoughts.

The manual's suggestions are based on three principles:

(1) Parents do care about their children. They will participate when they believe they are helping their children or learning something which they believe will help them to be better parents.

(2) Parents do care about their Child Development Centers and want them to continue. Parents will participate if they believe that their participation will make a difference to the Center. Telling them that it makes a difference does not cause them to believe it. They must *feel it*.

(3) Parents are adults. They do not like to sit around in meetings if they do not think they are being useful, if they do not think they can contribute anything, if they are uncomfortable physically or emotionally, or if they think they are being treated like children. They do not want to participate in "token" meetings. Telling them they are useful or can contribute, for example, will make no difference. They must feel it, believe it, and see it come true.

A structure of participation is presented which should meet the principles stated above. Each individual's potential impact in a familiar and comfortable surrounding should be enhanced. Each group is, furthermore, able to act on the recommendations and decisions made by the smaller group at their previously held monthly meeting.

It appears, from this manual, that two basic factors are essential to a successful program: (1) parental involvement in *child-centered* issues, and (2) professional staff support and cooperation.

745. Peterson, Terrence. *A Curriculum to Assist Parents to Become Advocates for Improved Title I ESEA Programs*. Columbia: American Friends Service Committee, 1972. ED 081 876.

Peterson has written a comprehensive curriculum guide that describes solution requirements, objectives, and activites designed to increase the skills and self-confidence of parents involved in Title I programs. It is useful for professionals working with different types of citizen-groups which want ideas about action-oriented training activities. The focus of his training design is to help parents become more active in seeking program improvements.

746. Pezzuti, Thomas A. You Can Fight City Hall and Win. Los Angeles: Sherbourne Press, 1974.

While never specifically mentioning education issues, the book describes step-by-step procedures that the average citizen should follow to become more informed and to set up citizens' groups. Emphasizing that the first step is to become well-informed, it suggests that everyone start a reference library, clip and file articles from newspapers, and keep a voting record and roll call attendance of Congresspersons as well as their public statements. It also tells how to go about setting up neighborhood citizens' groups. Such groups should establish goals and place the group name and phone number in the local telephone directory, so that groups with similar goals will know whom they can contact for support in signing petitions, etc. Readers are also told that there is a Clearinghouse of Citizen Organizations (COCO) that has been established to help individuals or groups to learn of each other and to provide an information center.

In addition to describing specific steps to follow in using the processes of the initiative, referendum and recall, the author relates how "ordinary" people succeeded in overcoming government or bureaucratic waste, inefficiency, mismanagement, and lethargy. He tells how to use a public hearing for reform, procedures for writing a Congressperson, and pitfalls to watch for when fighting a bureaucracy.

747. Pond, Milard A., and Wakefield, Howard. Citizens Survey Their School Needs. Columbus, Ohio: College of Education, The Ohio State University, 1954.

This monograph, published by the Ohio Center of the Cooperative Program in Educational Administration, seeks to answer concretely questions regarding citizen participation in education (Are citizen advisory councils effective? Can citizens and professionals work together? What concerns should fall under the citizens' jurisdiction?) and counteract the confusion enveloping this field. To these ends the Ohio CPEA Center assigned a staff member to work in a community where systematic efforts were made to integrate lay and professional participation in planning school improvement. Part 1 of the monograph is the story of those efforts: it tells how a group of citizens, assisted by the Center's staff member, surveyed their schools and recommended improvements. In Part 2 the citizens' output is analyzed. In all, citizens of three school districts were involved.

The first part of the book is told in the form of an impartial historical narrative, while the second is an empirical analysis. The work is instructive and illuminating and could feasibly serve as a brief manual on citizen participation.

748. Postman, Neil, and Weingartner, Charles. The Soft Revolution. New York: Delacorte Press, 1971.

In the introduction, the authors make it quite clear the The Soft Revolution was written for students between 15 and 25 years of age. This is not to imply that no one else can read it, but simply that the ideas and language are directed toward students. The book is a how-to manual for those who are trying to accomplish (or simply are interested in) "the renewal and reconstruction of educational institutions without the use of violence." There is an emphasis on the "judo approach" as one which is likely to induce change without antagonizing those with power and a stake in the status quo. As a collage of ideas, attempts to produce change, philosophy, jokes, rules, etc., The Soft Revolution is included in this bibliography because it might be of interest to individuals who are attempting to reform educational institutions through peaceful means.

749. Putting It Together with Parents: A Guide to Parent Involvement in Educational Programs. Sacramento: California State Department of Education, 1973. 20 pages. ED 102 099.

This booklet is a set of goals and ideas, directed at both parents and educators, for school/parent cooperation. After outlining the rationale for increased parental involvement, the authors argue that the primary responsibility for initiating cooperation rests with school personnel. To this end there is a set of guidelines as to how staff and teachers may initiate contacts, make home visits and involve parents in their children's education. While this is a useful catalogue of activities, the focus is on attitude change. There is little discussion of any mechanisms for sharing decisionmaking.

750. Raymond, George M. and Shiffman, Ronald. "The Pratt Center for Community Improvement: A University Urban Action Program." Brooklyn, New York: Pratt Institute, 1967. 14 pp. ED 028 345.

This paper traces the history of the Center for Community Improvement, founded in 1963 by Pratt Institute. The Center has been instrumental in determining which neighborhoods in New York were most ready to receive the Model Cities program. By gaining the confidence of residents, ensuring their participation in decisionmaking, and teaching community representatives about urban renewal issues, the Center was able to enlist the Bedford-Stuyvesant residents in evaluating their urban renewal needs.

As a result of the Center's success in helping citizens obtain better housing, recreational areas, and an awareness of bureaucratic processes, the authors suggest that groups involved in similar enterprises should bear in mind that:

(1) There is rarely a need for time and energy to be spent on new research as existing collected data can aid in establishing a need for improvement efforts;

(2) There should be no contract between a development corporation or agency as this may result in prolonging time and money spent on projects which should follow a set time-line;
(3) Money should be spent slowly and carefully;
(4) There should be no third-party role taken by an agency in community conflict;
(5) The language of a bureaucratic agent is different from language of residents, and there is a need to have one person in charge of translating citizen needs into understandable language for the government or other money-giving institutions.

751. Report of Task Force '74. The Adolescent, Other Citizens and Their High Schools: A Report to the Public and the Profession. Institute for the Development of Educational Activities. Dayton, Ohio 1975. 119 pages.

Composed of educators, administrators, and lay people, the task force proposed three general areas of recommendations for the reform of secondary education. First, citizens/parents must become more involved in the activities and decisionmaking of high schools. Here, the authors discuss the varieties and types involved (chapter 2), and debunk some of the more common arguments against public participation (ibid.) and outline the different strategies for community involvement (chapter 3). Basically, the authors propose that citizens begin to have a decision-making rather than merely an advisory role and that State laws should mandate representative, citizen/community involvement. Though the reference is to high schools, the ideas apply equally well to other levels of public education. Secondly, the authors argue that citizenship education must become a primary function of public schools (chapters 5 and 6). This is the weakest section of the report. The notion of citizenship is too general to be clear; there is a list of "student responsibilities" but no corresponding list of student rights; furthermore, the proposal for a "curriculum of moral education" is made without any reference to citizen participation. This is not surprising; the whole notion of a "moral education" becomes a problem in the face of differences in community values. Thirdly, in chapters 7-10, this report makes a set of proposals for alternative educational opportunities and programs. These are fairly standard, but the discussion serves as a useful survey of actual and potential educational alternatives. Chapter 10 discusses the role of community members in the design, implementation and monitoring of alternative programs.

Most readers should find the following chapters to be most useful:

1. Reform Through Community Involvement
2. School Personnel and Their Response to Citizen Concerns
3. Seven Approaches to Community Involvement
4. The Effect of Collective Bargaining on the Reform of Secondary Education
10. Planning Processes for Alternative Programs

Chapter 3 is especially valuable. It discusses advocacy for children (pp. 23-24); the notion of a citizens' lobby (pp. 24-25); community school boards (pp. 27-28); and advisory committees (pp. 28-30). The latter should have advice and consent powers, i.e., they must be able to exercise veto powers. A further discussion of advisory committees vis-a-vis alternative-education programs can be found in chapter 10. On pages 98-100 of that same chapter, readers will find a useful checklist of "tasks" involved in citizen-initiated education programs. This is followed by a four-page "sample" calendar of an 18-month planning program.

Chapter 11 summarizes and lists the more specific recommendations of the previous ten chapters. There is no bibliography. An appendix contains dissenting-minority opinions of some of the task-force members. Some of these are interesting and thought provoking. In general, this book is practical. The proposals do not amount to a "blueprint for action," but they do serve to focus the thinking of citizen participants.

752. Reyes, Ramiro, et al. Handbook for California School Destrict Advisory Committees: Elementary and Secondary Education Act of 1965, Title I. Sacramento: California State Department of Education, Office of Compensatory Education, 1971.

This handbook, written for parents, has a dry, bureaucratic, "written from the guildelines" tone. It stresses the advisory function but provides information regarding other possible activities; however, the major part of the handbook describes the composition, role and responsibilities of the two types of Title I committees on which a parent might serve. Useful appendixes give sample bylaws, a glossary of educational or bureaucratic terms and a summary of the most important requirements for Title I programs. The selected references list contains information about materials available in Spanish regarding planning and holding advisory committee meetings.

753. Rich, Dorothy and Jones, Cynthia. A Family Affair: Education. Washington, D.C.: The Home and School Institute, 1977. 128 pages.

Highly recommended. The purpose of this book is to foster a stronger home-to-school-to-community partnership emphasizing total involvement of all interested parties, parents, lay citizens, and educators. It is essentially a "how to" book, divided into three main chapters. Chapter 1 provides various strategies for reaching from the school to the home and community, including a yearly plan for school/community involvement. Chapter 2 provides various approaches for education in the home, including teaching strategies, tips, models, and 200 learning activities. Chapter 3 gives a review of the literature which emphasizes and documents the importance of the family and the community involvement in educational experiences. Included is a bibliography of appropriate and relevant research studies from 1964-1975. This book is extremely useful for educators and parents.

754. Ryan, Charlotte. The Open Partnership: Equality in Running the Schools. New York: McGraw-Hill, 1976. 202 pages.

Written by a member of the National Board of the PTA, this is an example of the rapidly growing number of works designed to serve as guidebooks for citizen involvement in education.

"Open partnership" or "collaboration" refers to the idea that parents and educators should approach each other on the basis of their "common concerns," i.e., the education of children, and not as potential rivals for the control of schools. Consequently, other "adversary," conflict models of citizen action (see chapter 1, pp. 3-4), which presuppose irreconcilable conflicts of interests (e.g., labor-management negotiations) are seen as inappropriate for school/community interactions. Each of these other models assumes that there will be "winners" and "losers"; "open-partnership" conceives of school/community relations as a "win-win" situation. This basic idea is presented in chapter 1 and further developed in the latter part of chapter 7. Chapter 2 contains about half a dozen case studies taken from both the literature and the author's experiences of "partnership" at work in the schools. These are mostly illustrative and anecdotal. They tend to focus on "what" happened, but fail to provide much information on "how." As a process, "open-partnership" organizations are characterized by an ad hoc, informal structure and open, equal memberships, multiple leaders, and open agendas (see chapter 8). Altogether, chapters 1, 2, 7, 8 and the appendix may be read as a minihandbook for citizen involvement.

Chapters 3 through 5 not only discuss what partnership may mean to school boards, administrators, and teachers, respectively, but contain the key premise behind the "open-partnership" idea. Chapter 6, on students, deals almost exclusively with discipline, vandalism and students' rights at the secondary school level. Chapter 3 through 6 are especially useful for parents.

755. Safran, Daniel. "Preparing Teachers for Parental Involvement." October 1974. 28 pages. ED 104 542.

Safran points out the necessary changes in teachers' professional and group self-image which lead to welcoming, rather than avoiding, increaeed parental invovlement in public schools. He discusses the competencies teachers will need in order to work with parents and suggests some needed reforms in the formal education of teachers.

756. Sarason, Seymour B.; Carroll, Charles; Maton, Kenneth; Cohen, Saul; and Lorentz, Elizabeth. Human Services and Resource Networks. San Francisco: Jossey-Bass, 1977. 187 pages.

This richly detailed case study can serve as a handbook showing how people can join together and, through sharing their resources, provide a cost-effective approach to human services, whether they are in schools or other agencies. This book gives theoretical and practical information about how this can take place through the use of "networks": the term used to describe the kinship-like cooperative and interdependent human relationships in which resources are exchanged and bartered for each party's survival and growth.

Networking as a concept of "mutual aid" has several important applications. First, it points towards ways of utilizing existing community resources to expand the offerings of schools and other service agencies. Second, it suggests patterns of interagency cooperation designed to integrate the delivery of services and overcome costly fragmentation. Finally, it suggests ways in which community groups and voluntary associations can cooperate in overcoming their individual lack of resources. The members of a network can be individuals, agencies and institutions, and agencies and their clients/constituents.

The theory and concept of "networks" is presented in chapters 1-3, and 10-12. The middle nine chapters are a detailed description of the emergence, growth and operations of a network engaged in by the authors of this book. The emphasis is on practical, day-by-day, interpersonal experiences with networking.

757. Saxe, Richard W. School-Community Interaction. Berkeley: McCutchan, 1975. 265 pages.

A more appropriate title could have been School to Community Communication. The primary purposes of this book is to provide administrators with a set of concepts and techniques for nonmanipulative, genuine "public relations" with their communities. This audience is provided with advice on: (1) how to assess community needs and interests; how to assess the local power structure (chapters 6 and 5); (2) how to apply and discover local, indigenous community resources for educational problems (chapter 7); (3) how to communicate with communities (chapter 8 and 9): and (4) how to involve "citizens in the business of their schools without destroying the essential prerogatives of educators" (chapter 10). The latter is long on general principles but short on specifics; great stress is placed on school/community advisory councils.

Parents and citizens should find the following chapters most useful:

2. "School District Organization, Bureaucracy, and Schools" (Shows how the Bureaucratic organization of schools, i.e., "vertical" lines of authority/communication is a barrier to "horizontal" citizen-input and participatory decisionmaking.)

3. "Educators' Opinions of Community Relations" (Describes the professional norms and psychological attitudes of educators [e.g., the desire common to professionals to be accountable to their peers rather than their clients], which may act to discourage citizen involvement. Pages 45-47 contain the results of survey showing that: (a) most school-community interaction consists of one-way communication from schools to parents; (b) the most citizen-parent involvement came in areas like field trips, etc.; and (c) lowest levels of involvement were in the areas of personnel and curriculum.)

4. "Pressure Groups"

10. "Decentralization and Community Control" (These last two chapters describe the "new" pressures on school administrators: cultural pluralism, consequent movements for local control and involvement, and the rise of nationwide educational/citizen/parent interest and advocacy groups (chapter 4). More information on and list of those organizations can be found in chapter 11, pp. 247-55.

Each chapter typically proceeds via a review and summary of the literature and concludes with selected bibliography. Taken together, these amount to a useful reading list.

758. Schmuck, Richard A. "Bringing Parents and Students into School Management: A New Program of Research and Development on Organization Development." Education and Urban Society 6, No. 2 (1974) pp. 205-221.

The author advocates and describes, in some detail, a process of group training involving role playing, modeling, and feedback techniques. He argues that it is through such a period of training that conflicts are reduced and groups, such as school councils, learn to see their members as resources in solving mutual problems. This is a reasoned and informative proposal for lay/professional collaboration in school management.

759. Smith, Calvert H. "Organizational Model for Parental Participation in Inner City Schools." Journal of Afro-American Issues 1, No. 2 (1972) pp. 247-256.

The structure proposed in this model attempts to ease the transition between administrative decentralization (centralized bureaucratic control) and political decentralization (transfer of governance to local community), and to provide a model useful for school responsiveness after that transition. The author proposes the establishment of four groups to promote that goal:

(1) An Education Council, elected in general election from the community. This body would be a communication link between school and community, would evaluate budget, personnel policies, educational materials, student needs, and the total education program of the school, pressing for educational reforms deemed necessary by the faculty and community.

(2) A School/Community Task Force, consisting of parent and community volunteers who would supervise children in out-of-classroom situations, observing staff responses, and meeting monthly with the faculty to discuss improvements.

(3) Grade-Level Parent Organizations, for parents in each given grade, who would observe classes and work with teachers on programs and procedures on that grade level.

(4) Room Representatives, one parent elected from each classroom group to maintain contact between teacher and parents

on program development and student problems, and to be present whenever the regular teacher is absent.

The author contends that the implementation of such an organizational structure is vital if accountability is to have any meaning in inner-city schools. The model also encourages other goals--strengthening communication between parents and the school, providing the school with access to the community and vice versa, facilitating the development of staff accountability, joining the efforts of parents and teachers, and speeding the transition to community control. Practical suggestions and lists of each group's functions make the article potentially useful to parents, school administrators, and other community advocates.

760. So, You're on a Committee. Community Action Training Institute, Trenton, New Jersey (no author, no publication date given).

More useful "how to" ideas about working with small groups, this short guide includes a checklist that is helpful in evaluating committee operation and effectiveness. Order from: New Jersey Community Action Training, P.O. Box 2446, Trenton, N.J. 08608.

761. Stark, Stephen L. Conducting Community Surveys. Midland, Michigan: Pendell Publishing Co., 1976. $1.00. Part of the Community Education "How To" Series.

This is a simple handbook written for community-education directors and steering committees collecting information about community education needs before hiring a staff and initiating a program. The author emphasizes the positive contribution of the survey to the development of communication, cooperation, and awareness among community organizers, surveyors, and citizens. The book is a good resource for school/community council members who want to understand the purpose, mechanics, and results of the survey process. The information it provides is not detailed enough to serve as a guide for planning and conducting a council-initiated survey.

762. Thomas, Maurice J. Improving Public Education Through Citizen Participation. Pittsburgh: University of Pittsburgh Press, 1954.

The first part of this manual, for use by lay committees interested in school improvement, was prepared for purposes of orientation and stimulation. It discusses, therefore, the how's and why's of citizen participation on a somewhat theoretical level. The second part contains a checklist with five sections: (1) "The Curriculum of the School System," (2) "The Personnel of the School System," (3) "The Organization, Administration, and Finance Programs," (4) "The Public School Plant," and (5) "The Maintenance Program." Each section details how the interested citizen can go about learning about the community's school and evaluating it in comparison to other schools.

The manual was designed to show the strengths and weaknesses of the local school and to suggest what can be done to maintain and enhance the former and eliminate the latter. It is a step-by-step, highly practical, and methodical guide to citizen action concerning the schools. Included are blanks where the readers can catalogue their impressions as they inquire about the neighborhood school. Though dated, it is still useful.

763. Title I ESEA: How it Works--A Guide for Parents and Parent Advisory Councils. Washington, D.C.: Office of Education, 1973.

This DHEW booklet is an excellent training manual for both the local school system and parents. It reviews the goals of Title I and provides an explanation of how these goals and objectives are carried out.

The second section of the booklet addresses the role of parents and private citizens in Title I. Their roles may vary from community member, observer, helper, to decisionmaker. The parent advisory council (PAC), as of 1971 Federal regulations, is a decisionmaking body required by every local education agency administering public schools receiving Title I monies. Beyond this the Federal regulations require the participation of PAC's in the planning, developing, operation and evaluation of all Title I programs. The booklet explains the procedures to be used in accomplishing this involvement. It identifies the requirements placed on LEA's, parents and PAC's.

The manual stresses the importance of extensive preparation, membership recruitment, organization, support and evaluation methods to facilitate the proper and effective function of PAC's.

764. "Title I in Your Community." New York: NAACP Legal Defense and Educational Fund, Inc., 1971. Available through NAACP, 10 Columbus Circle, New York, New York 10019. $1.50.

This document is part of a kit entitled Title I in Your Community, which has been redesigned to include new information about Title I and to disseminate the experiences of parent groups who have been working on Title I problems. This kit includes sample forms which can be used by parent and community groups to monitor the use of Title I funds. The contents of this document include: (1) How Title I works; (2) Federal guidelines and criteria; money for poor children, not general aid, use of funds to supplant, the comparability rule, construction and equipment, failure to meet the needs of educationally disadvantaged children, supportive services, and private schools; (3) Title I in a unitary school system; (4) Your right to public information; (5) Analyzing information, interviewing officials, and visiting schools; (6) Parent councils; (7) Community action; and, (8) Compensatory education and other Federal programs. Appendix A lists the names, phone numbers, and jurisdictions of Federal and State officials involved with Title I. Appendix B is a partial list of people and organizations that may be of help on Title I and related issues, with address and phone number specified. (Annotation by ERIC.)

765. Toward More Effective Involvement of the Community in the School. An occasional paper of the Institute for Development of Educational Activities,

Dayton, Ohio, 1972. ED 072 527. 28 pages.

This is a report of a national seminar on community attitudes toward and community involvement in schools. It notes the role played by traditional parent organizations in initiating and supporting educational improvement. It calls for continued and expanded use of all community resources in the schools. Particular focus is placed on the use of parents as school volunteers and on the technical facilities of business and industry as instruments of vocational education.

766. Towarnicky, Carol. Parents Primer: A Guide to Education. Dayton, Ohio: Center for the Study of Student Citizenship, Rights and Responsibilities. n.d. 32 pages. ED 070 031.

This is a concise handbook, short on rhetoric and long on practical information. Designed for parents who ". . . want the best for their children but often feel helpless in finding their way around through the school system's bureaucracy . . .",it lists parents and children's rights, the school staff that are responsible for various aspects of a child's education and the most effective channels of communication. Note: this is more of a handbook for child advocacy than a guide towards collective action to share in educational decisionmaking.

767. Training Volunteer Leaders: A Handbook to Train Volunteers and Other Leaders of Program Groups. New York: Research and Development Division, National Council of Young Men's Christian Associations, 1974.

The YMCA has published a "cookbook" of leadership development exercises in a clear and useful format. The first chapter provides a list of competencies--knowledge, skills, and attitudes--a group leader needs to function effectively. The rest of the handbook provides understandable theory about each competency, clear directions for group learning activities and suggestions about additional resources. The handbook is a useful resource for groups that want to learn about and practice experimental learning techniques. The handbook has been designed in a looseleaf format so that pages can be removed easily for photocopying, etc.

768. Webb, Kenneth and Hatry, Harry. Obtaining Citizen Feedback: The Application of Surveys to Local Government. Washington, D.C.: Urban Institute, 1973.

This report explores the potential usefulness to city and county governments of citizen surveys particularly those undertaken on a regular basis. The Urban Institute studied the activities of the Dayton (Ohio) Public Opinion Center, the Urban Observatory 10-city survey, literature on survey sampling, and its own experiences with local citizen surveys in other projects. It concludes that the citizen survey appears to be the most practical way of obtaining citizen perceptions of local government management in the coming years.

While its assumed audience is local government administrators, the report could be very useful to community organizations in assessing public opinions about the government services. Discussed in depth are: the various uses of surveys; their dangers and how to reduce them; a brief overview and comparison of survey procedures; survey costs and possible funding sources; and some organizational options for conducting surveys. Four illustrative examples of survey questionnaires are presented, and an extensive bibliography on surveys is included.

769. Wilson, Gary B. Parents and Teachers: Humanistic Educational Techniques to Facilitate Communication Between Parents and Staff of Education Programs. Atlanta: Humanics Press, 1974.

School councils often feel the need for better communication with school personnel. This workbook presents a series of training exercises, based on adult learning theory, for improving communication. There is a glossary of training terms and a clear presentation of information about the way adults learn. The exercises themselves are described by statements about the purpose, setting, time needed to do the exercises, handouts, and instructions about how to do it. "Notes to the Trainer" offer advice about special needs and problems which may arise in each exercise.

770. Woodbury, Marda. A Guide to Sources of Educational Information. Washington, D.C.: Information Resources Press, 1976.

A comprehensive guide written by an education librarian about where and how to find every type of information related to education. Clearly written, well organized, easy to read, it contains detailed descriptions of more than 700 resources, as well as information about where to locate them and how and when to use them. It also has a short but useful chapter on how to do research.

CHAPTER 14

BIBLIOGRAPHIES AND INFORMATION RESOURCES

In this section we list not only bibliographies like this one, which focus directly on aiding citizen participation, but also those works which provide readings and resource guides on topics, e.g., budgets, alternative schools, which will be useful to readers sharing our interest in citizen participation. In addition, many of the works listed in previous sections contain useful reading lists. In fact, there were too many to list or cross-reference either here or in the index. In each case the annotation makes a note of those works which contain bibliographies which we believe to be especially useful.

A. Bibliographies

771. Allen, Harvey A. "Alternative Routes to Adulthood: A Bibliography." Phi Delta Kappan 56, No. 9 (1975) pp. 632-635.

A concise, reasonably up-to-date bibliography (each entry is briefly annotated) on alternative education. It is divided into four sections, dealing with (1) the philosophical and sociological roots of alternative education;(2) reforms within the public school system; (3) learning outside of the classroom setting (e.g., career-based education, community education); and (4) "free" schools separate from the public school system. It could be useful for readers who want more information on aspects of alternative education not covered in this annotated bibliography.

772. "Bibliography on the Community School." Journal of Educational Sociology 33 (1959) pp. 198-200.

This is a useful earlier bibliography.

773. Bibliography on School Decentralization and Community Control. New York: Institute for Community Studies, Queens College, 1970.

This is one of the most useful recent bibliographies. It includes an array of references relating to the New York City controversies over decentralization in the late 1960's--along with other relevant material.

774. Browder, Lesley H. Jr. Who's Afraid of Educational Accountability? (A Representative Review of the Literature). Denver, Colorado: Cooperative

Accountability Project, 1975. Available from: State Educational Accountability Repository, Wisconsin Department of Public Instruction, 126 Langdon Street, Madison, Wisconsin 53702.

This is a difficult-to-read but comprehensive review of the literature of accountability. Although this monograph will appeal mainly to educators and policymakers who want extensive information about the concept and applications of accountability, several features are useful to citizens' groups including an overview of models and a review of definitions and concepts. There is an extensive bibliography.

775. Cahir, Stephen, et al. A Selected Bibliography on Mexican American and Native American Bilingual Education in the Southwest (with ERIC Abstracts) Cal. ERIC/CLL Series on Languages and Linguistics. Las Cruces, New Mexico: ERIC Clearinghouse on Rural Education and Small Schools, March 1975. 200 pages. ED 103 148.

The bibliography's 263 entries list and abstract the currently (as of 1974) available research findings, case studies, and developments in bilingual education which relate specifically to Mexican Americans and/or Native Americans in the Southwest. It also includes resource materials on bilingual education and English as a second language.

776. Casselli, Ron. The Minority Experience: A Basic Bibliography of American Ethnic Studies. Revised and Enlarged Edition. Santa Rosa, California: Sonoma County Superintendent of Schools, April 1975. ED 111 902.

This useful bibliography contains selections which also focus on the Chicano and Native American experiences.

777. The Cooperative Accountability Project. Colorado Department of Education. Denver, Colorado.

A 7-State project funded by ESEA to develop comprehensive guidelines, publications, and model programs to assist State and local education agencies in developing accountability programs.

The State Educational Accountability Repository (SEAR) is a compilation of more than 800 State education agency reports and articles concerning accountability practices and procedures. SEAR provides information services to people interested in accountability. Of special interest to citizens is the publication: Annotated Bibliography of the State Educational Accountability Repository. This bibliography provides a summary of documents submitted for each State for inclusion in the repository as well as the name of a contact person in each State. The bibliography would be helpful to citizens who want to identify the resources and organizations and people who are working on this issue in any given State.

SEAR provides for the following related publications:

(1) Developing a Large Scale Assessment Program

(2) Characteristics of the Proposed Models for State Accountability Legislation

(3) Indicators and Statewide Assessment

(4) Legislation by the States: Accountability and Assessment in Education

(5) Roles of Participants in Educational Accountability

(6) State Goals for Elementary and Secondary Education

(7) Keeping the Public Informed: Accent on Accountability

(8) Annotated Bibliography of the State Educational Accountability Repository

778. Dobson, Russell, and Dobson, Judith Shelton. "Parental and Community Involvement in Education and Teacher Education," ERIC Clearinghouse on Teacher Education. Washington, D.C, February 1975. 81 pages. ED 100 833.

This document covers a lot of ground. The first and shorter section discusses the history, theory, and strategies of citizen participation in education. The second and longer section is an extensive review of the literature on community participation in: community education; higher education; in the preparation of teachers and teacher centers; and in desegregation. Another focus is on the literature pertaining to parental involvement and its effect on students' academic gains, cultural identity, and self-concept.

779. Duisin, Xenia W. Decentralization in Urban Government: An Annotated Bibliography. Monticello, Illinois. 1971.

The focus of this bibliography is not education, and it consequently encompasses situations of local decisionmaking and control over resources only indirectly related to education. But because citizen participation and community control are sufficiently homogeneous concepts in their different applications, they cast an illuminating light upon each other. The bibliography contains annotated reviews of 76 works in this field.

780. ERIC Abstracts: A Collection of ERIC Document Resumes on Citizen Involvement in the Control of Schools. Eugene, Oregon: University of Oregon. ERIC Clearinghouse on Educational Administration. November 1970. ED 044 832. Available from: American Association of School Administrators, 1201 Sixteenth Street, N.W., Washington, D.C. 20036. Price: $2.00

This is an annotated bibliography of documents, articles, books, and reports in the ERIC files through November 1970. All of the material pertains to the following topics: citizen participation, decentralization, parent participation, parent/school relationships and school/

community relations. Each entry also contains the ERIC (ED) number and information as to its price and availability. A subject index is cross-referenced with the document listing. Quite useful though somewhat dated. Contains references to and summaries of unpublished and hence not generally known material.

781. Fierro, Leonard. "Chicano Community Action Efforts at the Local Level and Their Effects on Promoting Educational Change for Mexican Americans: A Research Paper," Southwestern Cooperative Educational Laboratory, Albuquerque, New Mexico, 1970. 16 pages. ED 057 792.

Though somewhat dated, this paper is to be recommended to scholars and to general readers needing a reading list on a neglected and underresearched topic. Essentially a review of the literature, this article aruges that neither research nor research funding has kept up with the increase in Chicano community activism and its impact on the education of Chicano youth. The article contains historical background, going back to 1940, on Chicano community activism.

782. Howard, Norma K. Working with Parents in the Primary School. Urbana, Illinois: ERIC Clearinghouse on Early Childhood Education, 1974. ED 094 883.

This annotated bibliography reviews ERIC entries on parent participation at the primary school level. Selections focus on two major topics: (1) parent/teacher cooperation in children's education and (2) parent involvement in decisionmaking in schools. This bibliography is especially valuable in its references to articles that describe parent participation in the education process as reinforcers or as adjunct teachers. There are fewer useful references in the area of parent involvement in decisionmaking; however, two resources mentioned are excellent: the Parent's Primer: A Guide to Education, and Parent Power and the Public Schools: A Guide for Parent Advocacy.

783. Hutcheson, John D. Jr., and Shevin, Jann. Citizen Groups in Local Politics: A Bibliographic Review. Santa Barbara, California: Clio Books, 1976. 263 pages.

Hutcheson and Shevin have compiled an extremely useful annotated bibliography on local, grassroots participation in the delivery of public services. Their focus is on the theory, research and case studies of community action, community development models, and neighborhood interest groups. Pages 124-147 in chapter 4, "Citizen Involvement in Service Delivery Systems," focus on citizen participation in education. In addition, readers should find chapter 7, "Guides and Handbooks for Citizen Groups Members and Leaders," most useful.

784. Jablonsky, Adelaide. School Desegregation and Organization: An Annotated Bibliography of Doctoral Dissertations. ERIC/CUE Doctoral Research Series No. 10. New York: Columbia University, Teachers College, ERIC Clearinghouse on Urban Education, July 1975. 193 pages. ED 110 583. Also available from Institute for Urban and Minority Education, Box 40, Teachers College, Columbia University, New York, New York 10027.

Dissertations are often a mine of valuable information. However they are virtually inaccessible. Jabl[illegible]sky's annotations provide readers with a useful information guide to this important topic.

785. Jackson, Kathleen O. "Annotated Bibliography on School-Community Relations." ERIC Clearinghouse on Educational Administration. University of Oregon, Eugene, Oregon. ED 030 220.

This annotated bibliography of school/community relations literature includes 79 citations subdivided into the follow 4 categories: (1) general discussions of school-community relations, (2) school politics and community power structure, (3) schools and public relations, and (4) schools and urban problems. Citations of journal articles, books, pamphlets, dissertations, and research reports cover the years 1964 to the present. Material was selected on the basis of its general coverage and applicability, and its relevance to elementary and secondary levels of education. (Annotation by ERIC.)

786. James, H. Thomas. "Institutional Character of Education: Government and Politics: the Community." Review of Educational Research 34 (1964) pp. 414-16.

This part of a chapter is composed of interrelated one-sentence reviews of much of the findings of recent studies of educational institutions and their communities, including studies of citizen participation. The article also has an extensive bibliography.

787. May, Judith V. Citizen Participation: A Review of the Literature. Monticello, Illinois, 1971.

May's article is not actually a bibliography (although an extensive bibliography is included), but rather a synopsis of the central themes of a large body of literature on citizen participation. While the review itself is primarily concerned with the theories of participation and with empirical patterns it might follow, the end-piece bibliography will prove useful to both theorists and participants.

788. Melrood, Margot. A Bibliography on Decentralization. Milwaukee, Wisconsin: University of Wisconsin, Institute of Governmental Affairs, 1970. ED 042 846.

Somewhat dated but still useful, this annotated bibliography has four parts. Part I deals with general and theoretical works on decentralization as a political structure; part II focuses on citizen participation within decentralized structures; parts III and IV focus on community control in education and the formation of community corporations, respectively.

789. Wey, James W. and Eberle, Donella K. A Selected Bibliography on Bilingual/Bicultural Education. ERIC Clearinghouse on Languages and Linguistics, Arlington, Virginia. January 1975. 6 pages. ED 098 813.

Contains 30 annotations of works dealing with bilingual/bicultural education, linguistics, foreign language teaching, and English as a second language.

B. Selected Information Resources

In preparing the following list of standard research resources, we have chosen the most important, widely available, and understandable resources. Most are available in larger public libraries, university libraries, or through interlibrary loans.

Dictionaries, Encyclopedias. Dictionaries and encyclopedias provide the most basic background information which may lead to other sources of material on the subject.

Dictionary of Education. Edited by Carter V. Good and Winifred F. Merkel. 3rd Edition. New York: McGraw-Hill Book Co., 1973.

This major reference is a good resource for those who seek to understand educational jargon or specialized terms. It was financed by Phi Delta Kappa, the education fraternity, which has consistently produced clear, reliable materials for the general public. Based on a thorough analysis of words used in all types of current education literature, the dictionary contains over 33,000 entries and incorporates words used in related fields such as sociology, statistics, and psychology. Definitions are clear and precise.

Encyclopedia of Education. Edited by Lee C. Desighton, et al. New York: Macmillan and Free Press, 1971. 10 volumes.

This readable, well-organized encyclopedia is a good starting point for information on education topics (as opposed to information about institutions or people). Most articles provide current, comprehensive information. A yearly supplement, Education Yearbook, provides up-to-date information in the form of articles on current issues in education, statistics, a glossary, biographical information on educational administrators and policymakers, and highlights of the year's major education news.

Abstracts, Journal Indexes. These tools provide access to current materials available in journals, books, monographs, papers, and other published and unpublished documents. The indexes and abstract journals listed below cover the following kinds of printed materials: books, dissertations, government documents, convention papers, pamphlets, periodical articles, and research projects.

Current Index to Journals in Education (CIJE). New York: Macmillan Information. Division of Macmillan Publishing Co., 1968- Monthly, semiannual cumulations, Index.

This resource indexes and abstracts more than 750 education and education-related journals. The selection and abstracting of materials contained in CIJE is performed at ERIC clearinghouses and at Central ERIC (see information about ERIC system below) and includes a subject index, author index, and a source journal index that lists the names and addresses of publishers of periodicals and the cost of subscriptions or single issues. The last feature is useful to readers because some of the journals indexed are difficult to obtain in libraries. CIJE is useful to those doing in-depth research on a specific topic; otherwise it may be too specialized for the general reader. This index is usually available in university and large urban libraries; other libraries often judge it to be too specialized for general use.

Education Index. Bronx, New York: H.W. Wilson, 1932- 10 issues per year, including cumulations and annual volume.

This is the basic index to journals and periodicals widely available in the field of education. Journals included were selected by subscriber and user vote on their subject balance and reference value. The Book Review section, a combined author and subject indexing system, and the current and accessible nature of the information it provides make the *Education Index* a valuable resource. The index is widely available in public and university libraries.

ERIC (Education Resources Information Center). National Institute of Education, Washington, D.C.

ERIC is a national bibliographic network that organizes and disseminates educational information by publishing materials in microfiche form and by indexing materials in *Resources in Education* (RIE). ERIC materials are also indexed in CIJE. It provides access to unpublished documents, journal articles, and books, as well as microfilmed copies of entire articles which may be copied, if copying equipment is available.

ERIC operates out of the National Institute of Education but has a number of branch locations in different institutions throughout the country. The total system consists of a number of clearinghouses, a central coordinating body, and a variety of distribution channels. The bulk of ERIC's work in acquiring, evaluating, and abstracting the materials listed each month in RIE and CIJE takes place in the clearinghouses, which specialize in 16 subject categories related to education. Services available from clearinghouses include specialty bibliographies, newsletters, research summaries, and computer searches. There are approximately 600 complete ERIC microfiche collections throughout the world, the majority in the United States. Major public libraries and university libraries have ERIC collections. (A directory of ERIC Microfiche Collections by geographic locations is available free from: ERIC, 388 Rugby Avenue, Bethesda, Maryland 20014). Uncopyrighted materials included in the ERIC system can be ordered on microfiche or in paper ("hard copy" is the term used by ERIC) from:

ERIC Document Reproduction Service (EDRS)
Computer Microfilm International Corp.
P.O. Box 190
Arlington, Virginia 22210

Specific costs for copies of each ERIC entry are listed in the bibliography and abstracts that precede the document itself on the microfiche. Libraries with ERIC collections often have printout capability to reproduce pages of the document at a low cost; however, the EDRS cost for the document is often less than the cost of using a microfiche printer for a large number of copies. In entries in this bibliography we have included ERIC classification numbers whenever possible.

Federal Register. National Archives and Records Service, Washington, D.C., U.S. Government Printing Office, 1936-.

Detailed information about the process of Federal policy development and current information on proposed Federal regulations and programs is available in this publication. It includes full texts of Federal regulations, executive orders, proclamations, guidelines, proposed and adopted rules and other kinds of notices. The Federal Register is published Monday through Friday and is available in most libraries. Although this publication is sometimes difficult to read because of its legal or technical language and lack of a cumulative index (making it necessary to skim tables of contents of individual documents), it is the best source of current information regarding education-related policy decisions and proposals at the Federal level.

Reader's Guide to Periodical Literature. Bronx, New York: H.W. Wilson, 1900- Monthly.

This publication is an index to popular, widely available periodicals and is standard reference in all libraries with a periodical collection. Although specialized material is best found in education journals, periodicals indexed in the Reader's Guide often contain easy-to-read articles describing current issues in education. It might be useful to identify introductory-level materials appropriate to a wide audience or for obtaining background information on an education topic.

Resources in Education (RIE). Washington, D.C.: U.S. Department of Health, Education and Welfare, National Institute of Education, Educational Resources Information Center (ERIC), 1966- Monthly,

RIE is the monthly abstracting service of the ERIC system. Reports are arranged by the ERIC clearinghouse and then assigned educational document numbers in the ERIC system. Materials are then made available on a monthly basis in microfiche form. Materials in RIE are indexed by author or institutions and by subject descriptions. This is a basic tool for using the ERIC system and a tool for reviewing current education literature in abstract form on a monthly basis. RIE is more widely available than the other ERIC index, Current Index to Journals in Education (CIJE).

CHAPTER 15

IRE PUBLICATIONS

The Institute for Responsive Education (IRE) is a private, nonprofit organization founded in 1973 by Don Davies to study and assist the process of citizen participation in educational decisionmaking. It is housed in the Department of System Development and Adaptation, School of Education, Boston University, where Davies is chairperson and professor.

For more information about the Institute for Responsive Education and its studies and publications, write or call:

Institute for Responsive Education
704 Commonwealth Avenue
Boston, Massachusetts 02215
(617) 353-3309

(1) CITIZEN ACTION IN EDUCATION, quarterly news magazine of the Institute. $5.00/year

New models and ideas for citizen involvement in schools from Alaska to Florida are reported in Citizen Action in Education, reaching 18,000 people in all States. CAE is an important communication link between parents, citizens, and schoolpeople who feel that citizen participation in educational decisionmaking creates the best schools.

(2) ORGANIZATION DIRECTORY. September 1977. 20 pages. $1.00

An alphabetical listing of over 150 State, regional, and national organizations involved in aiding and supporting citizen participation in education. Each entry describes the organization, and its activites. Addresses are listed. This information is indexed on the last page. This directory is the first of what we hope will be many future editions.

(3) Current Books, Pamphlets, and Guides

Clasby, Miriam. Together: Schools and Communities. 1975. $4.00

Together is a handbook and resource directory about school/community collaboration. It stresses communication and planning skills as two necessary ingredients for effective collaboration. Although the book's emphasis is on citizens working with their local schools, the first chapter explains how citizens are entitled, by law, to attend public meetings and to obtain public information.

This resource directory section, compiled by Jo Anne Lema, includes special emphasis agencies, Massachusetts agencies, and out-of-state agencies, as well as general publications and selected educational journals. It is comprehensive and easily understood.

Davies, Don (ed.). *Schools Where Parents Make a Difference*. 1976. 164 pages. $3.95.

This collection of 11 case studies demonstrates that parents, working with schoolpeople, can make a difference in the schools which their children attend.

These cases are not all success stories. In some cases it was an uphill struggle; in others, parents found it easier to gain a foothold. The book was written by educational journalists and is not burdened with scientific jargon.

Sarason, Seymour, and an IRE study team. *The Community at the Bargaining Table*. 1975. 60 pages. ED 101 453.

Citizens are locked out of the bargaining process which determines a widening scope of education policy. This report proposes five alternative models for community involvement in bargaining.

(4) *Factual Politics, a 5-book set about Citizen Action Research*.

Burges, Bill. *Facts and Figures: A Layman's Guide to Conducting Surveys*. 1976. 140 pages. $4.00.

Facts and Figures is a guide to ways in which surveys can be used to gather information and at the same time to raise public consciousness about school issues. It explains how groups can utilize nontechnical survey methodologies and the best methods to use for a variety of purposes. It contains examples, anecdotes, and guides. Chapter I explains how to define problems, find the best way to get needed information, construct questionnaires, use sampling techniques, and organize, train, and supervise volunteer interviewers. Chapter II is a training manual for conducting interviews, covering the topics of establishing rapport, being impartial, recording comments accurately, asking questions, probing, and controlling the quality of data. Chapter III is a series of action-research case studies in which a survey method was employed for students evaluating high school courses, a needs assessment by the elderly, a parent survey of parent participation, a study of educational alternatives in an urban center, and a school council's evaluation of decreased enrollment.

Burges, Bill. *Facts for a Change: Citizen Action-Research for Better Schools*. 1976. 192 pages. $5.00.

Facts for a Change is designed to help local citizen groups, school officials, and nonprofessionals in educational decisionmaking. Using the action-research method of organizing and factfinding helps groups think clearly about an issue and find the resources they need to develop clear proposals for change. Groups will learn how to evaluate problems gather information, analyze data, propose realistic solutions, and act collectively to implement their proposals.

Chapter one discusses organizing around a workable, researchable issue. Chapter two is a step-by-step program of action research for gathering information and attitudes. Using knowledge as leverage for change and organizing on a long-term basis is the focus of chapter three. The three main chapters are followed by a 20-page annotated Resource Directory and a set of 30 action-research aids, designed to help groups and their action-research projects over potential rough spots.

Burges, Bill. You Can Look It Up: Finding Educational Documents. 1976. 22 pages. $2.00.

Bill Burges has written a short, clear guide to finding education-related materials for citizens doing action-research on school problems. In addition to describing sources of information and types of resources, he provides useful guidelines for prescreening the literature.

Ferreira, Joseph and Burges, Bill. Collecting Evidence: A Layman's Guide to Participant-Observation. Boston: Institute for Responsive Education, 1976. 24 pages. $2.00.

Participant-observation is a technique for information gathering used by journalists and others who want more information about schools than is available by looking at test scores. It is a technique for observing the full range of activities and impressions surrounding any situation. It is an aid to discovering what is happening, why it is happening, under what conditions, and what is happening that cannot be measured by more conventional tools.

Prentice, Lloyd. Words, Pictures, Media: Communication in Educational Politics. 1976. 91 pages. $4.00.

This book tells readers how to develop a public information strategy to put their problems in the public eye. The text combines a systematic outline of media strategy with specific "how to"tips on fundraising, writing press releases, preparing a slide-tape presentation, and budgeting and evaluating communication efforts.

(5) The following publications are no longer available from IRE but may be obtained from ERIC at the following address:

Educational Document Reproduction Services
P.O. Box 190
Arlington, Virginia 22210

Stanwick, Mary Ellen. Patterns of Participation, A Report of a National Survey of Citizen Participation in Educational Decisionmaking. 1975.

This publication is available on microfiche ($.76) or in hardcover ($4.43). Request Document ED 108 350.

Jacobsen, Elden, and Palmer, Parker. Action Research: A New Style of Education. 1974.

This publication is available on microfiche ($.83) or in hardcover ($2.06). Request Document ED 101 456.

(6) Forthcoming - A 3-volume report based on IRE's yearlong study of school councils by James Stanton and the IRE study team. It includes:

I. Sharing the Power? A Report on the Status of School Councils in the 1970's.

II. Community Education Councils: A Bibliographic Essay.

III. Resource Guide and Bibliography on School Councils.

Tentative publication date: January 1978. This study and its publications were made possible by a grant from the Charles Stewart Mott Foundation.

(7) Forthcoming. Five companions to this Bibliography, resulting from the first year of the NIE-funded study. See Foreword for a descriptive listing of reports.

CHAPTER 16

COMMUNITY ACTION AND COMMUNITY DEVELOPMENT

This last section contains case studies, commentaries, and analyses of grassroots citizen participation not directed at schools and educational decision-making. These are useful because many grassroots citizen organizations are, or have the potential to be, multi-issue-oriented neighborhood interest groups. Moreover, it can be assumed that citizens' experiences, problems, and successes in one policy area, e.g., antipoverty or urban renewal, may yield practical lessons that can be transferred to another area, such as public education. Our reading list and criteria of selection in this field cannot claim to be comprehensive. Any attempt in that direction would have meant a whole separate bibliography, rather than just a chapter. Readers wishing a more comprehensive analysis of the literature on community action should consult: Lois Saxelby Steinberg, Social Science Theory and Research on Participation and Voluntary Association: A Bibliographic Essay. The latter, (Report No. 3), is a separate but companion report of the IRE/OCS study of citizen organizations.

790. Arnstein, Sherry R. "Eight Rungs on the Ladder of Citizen Participation." In Citizen Participation: Effecting Community Change, Edgar S. Cahn and Barry A. Passet, eds. Praeger Speical Studies in United States Economic and Social Development. New York: Praeger, 1971.

The author notes the ambiguity surrounding the phrases "citizen participation," "citizen control," and "maximum feasible participation," an exaggerated rhetoric generated in part because of the politically sensitive nature of extensive participation in power by the have-nots. As a starting point for a more enlightened perception of citizen participation and its difficulties, the author offers a deliberately provocative, admittedly oversimplified typology of citizen participation in the form of a ladder, each rung corresponding to a degree of citizen power in determining plans or programs. The bottom rungs are (1) manipulation, and (2) therapy. At this level the purpose behind the participation is not to make real participants out of citizens but to enable powerholders to educate or cure them. The next rungs involve tokenism--(3) informing, and (4) consultation. Citizens may be heard and their advice considered, but they lack power to ensure that their views will be heeded. (5) Placation is a higher form of tokenism where have-nots are allowed to more readily proffer advice, but where they still cannot make final decisions. Finally, increasing citizen power is represented by (6) partnership, (7) delegated power, and (8) citizen control.

The ladder is intended to illustrate the point that there are significant gradations of citizen participation. Arnstein stresses particularly the difference between an empty ritual of participation, devoid of power, and participation accompanied by real power to influence decisionmaking. Her examples come from contemporary Federal social programs, but she notes that the typology and the issues underlying it are common to other arenas as well, including public schools, in which "nobodies" are trying to become "somebodies" with enough power to make the target institutions responsive to their views, aspirations, and needs.

791. Bell, Daniel, and Held, Virginia. "The Community Revolution." Public Interest, No. 16 (1969) pp. 142-77.

The authors trace the theoretical and political history of the movement toward community influence and decentralization, emphasizing New York City. They enumerate the types of community groups and organizations, the structure of many decentralized programs and projects, and the ideology of "participation." Community power and participation is seen, not as a political end, but as a possible beginning toward progress. However, much development of both theory and practice is necessary.

792. Biddle, William W. The Community Development Process. New York: Holt, Rinehart and Winston, 1965.

This book attempts to define and delineate the community development process: how it occurs, what constitutes it, what factors influence it, who is involved, who benefits. The book functions on the premise that the community development process is subject to methodological research and analysis, that its component parts can be separated and identified, and that it follows a logical, structured pattern of behavior which can be documented. In other words, the author dissects the process and subsequently postulates certain hypotheses generally applicable to community development.

The work begins by presenting two case studies, one rural (involving a mining county in Appalachia) and one urban (involving a deteriorating neighborhood in a northern city). On the basis of these studies, concepts are delineated and the process of community development is defined in such terms as to be applicable to a panoply of situations. The participatory process is then related to the intricacies of life in an urban area. Research methods are analyzed and the entire process is tentatively related to a variety of academic disciplines and professions. Also included is an exhaustive bibliography on community development.

While the book is not directly germane to citizen participation in education, certain of the hypotheses suggested can be extended to that activity.

793. Bloomberg, Warner, and Rosenstock, Florence W. "Who Can Activate the Poor?" In Power, Poverty and Urban Policy, Warner Bloomberg and Henry J. Schmandt, eds. Urban Affairs Annual Review, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

The authors discuss and evaluate the concept of "maximum feasible participation" of the poor in antipoverty programs and services. They pose both normative and practical questions concerning the policy of participation and provide several case studies of interventions by universities and groups (such as Saul Alinsky's Industrial Areas Foundation) to activate the poor. Programs in Milwaukee and West Virginia are evaluated, as well as the Community Action Training Center sponsored by Syracuse University.

It is not necessary, the authors contend, to raise the economic or social status of the poor in order to involve them in political activities; neither is it necessary to use protest and confrontation techniques. Instead, with a maximum effort by universities, agencies, and private groups, there is a real possibility for maximum involvement of the poor, a necessary step toward alleviating the problems of poverty and inequality.

794. Cahn, Edgar S. and Passett, Barry A., eds. Citizen Participation: Effecting Community Change. New York: Praeger, 1971.

This collection of essays and articles sets forth theories, case histories, and discussions covering the development of citizen participation in the four or five years after the passage of the Economic Opportunity Act of 1964, which contained the "maximum feasible participation" mandate. It was originally produced to provide a resource for training in community action.

The first part, by Cahn and Cahn, supplies a theoretical and philosophical discussion and analytical framework for the remainder of the material, which is grouped in two parts, "General Concerns Regarding Citizen Participation" and "Specific Issues in Resident Participation." For annotations of some of the most relevant articles, see: Arnstein, Sherry R. "Eight Rungs on the Ladder of Citizen Participation;" Cahn, Edgar S., and Cahn, Jean Camper. "Maximum Feasible Participation: A General Overview;" Saliterman, Gail. "Participation in the Urban School System: A Washington Case."

795. Cahn, Edgar S., and Cahn, Jean Camper. "Maximum Feasible Participation: A General Overview." In Citizen Participation: Effecting Community Change, Edgar S. Cahn and Barry A. Passett, eds. Praeger Special Studies in United States Economic and Social Development. New York: Praeger, 1971.

The authors advocate the values of citizen participation generally in the United States, using particularly the experience of the implementation of the "maximum feasible participation" mandate of the Economic Opportunity Act of 1964. Extensive illustrative material is drawn from local experiences in citizen participation, supplying a foundation for a general theoretical advocacy. By citizen participation the authors mean specifically participation by the poor and by minority groups, and they write exclusively in these terms. A portion of their examples is taken from citizen participation in education.

The explicit framework for citizen participation in the article is the American democratic credo, founded upon individual rights and liberties. Within this framework, using the "maximum feasible participation" experience, the authors specify and explore a system of democratic values and rights they consider should be emphasized in attempts at citizen participation.

796. Caputo, D.Z. "The Citizen Component of Policy Evaluation." Policy Studies Journal 2, No. 2 (1973) pp. 92-97.

This article focuses on citizen participation in policy evaluation and includes suggestions for increased citizen participation. The author presents a description and evaluation of community involvement, underscoring lack of citizen clout as typified by mismatch of policymakers and community objectives: (1) bureaucratic government agencies are often self-serving; (2) the professionalism and elitism of policy analysts (consultants) can erect barriers to effective communication; and (3) it is frequently politically expedient for government agencies to exclude citizens from policy decisions.

The article serves as an adequate guideline for community advocates and as a brief, but concise perspective on methodological issues in public policy analysis. It includes a short annotated and unannotated bibliography.

797. "Citizen Participation in Urban Renewal." Columbia Law Review 66 No. 3 (1966) pp. 485-607.

This article reports on a massive study of citizen participation as it existed at that time in urban renewal, attempting to discern elements within the renewal scheme that retard, or can be drawn upon to promote, citizen involvement in the renewal process. Part of the base for the study comes from extensive interviews, usually with renewal officials and participants in citizen activity, in eight large cities. This article has value in the context of citizen participation in education because it offers detailed discussion of forms and methods of participation; in addition, it might serve as a model for a similar study of citizen participation in education.

798, Clark, Kenneth B., and Hopkins, Jeannette. A Relevant War Against Poverty. New York: Harper & Row, 1969.

This work represents the results of a study sponsored by the Stern Family Fund and begun in 1964 to explore community action projects systematically. Questionnaires were sent to 131 projects and to a list of 80 civil-rights organizations in selected cities across the Nation. In addition, programs in 12 cities were observed directly, and interviews, field investigations, and content analysis of newspaper reports were used.

The study, intended to clarify what works and does not work in the field of community action, contributes substantially to the development of theories of social power and social change. Although it has certain limitations, in that political officials were not interviewed, in that certain cities with important community projects were neglected, and in that in certain cases surveys of the poor were not conducted, the work is extremely informative and achieves its most specific goal: to assess in depth a wide variety of community programs and contribute the knowledge so gleaned to the possibility of improving such efforts.

799. Ecklein, J.L., and Lauffer, Armand. Community Organizers and Social Planners. New York: John Wiley and Sons, 1972.

This casebook of illustrative studies of community organization and planning has several theoretical chapters concerning the philosophy of community social work and how-to-do-it advice. A thorough discussion of the roles and tasks performed by community organizers and social planners is presented as well as the theoretical framework upon which the affirmative objective of community action is based. The authors view participation at the community level to be necessary to overcome the distance between centralized policymaking and the people those decisions affect, to promote the ideals of human dignity, and to combat alienation in modern society. The goal of community development should be to enhance the political power and options of disadvantaged areas through providing information, guidance, and services to the people of the community.

None of the case studies reviewed in the book relate directly to the schools. However, the theoretical chapters may prove helpful both to professionals planning interventions in a community and to citizens interested in organizing to influence the schools.

800. Freeman, Linton C. Patterns of Local Community Leadership. New York: Bobbs-Merrill, 1968.

Although this study of community leadership has little direct relation to the question of community control of education, it can be helpful as a model of community research into patterns of authority and leadership. The book is the result of a 1958-60 study of leadership in community decisionmaking in Syracuse, New York, a city of over 400,000, with a small minority population.

Leadership is defined as a "process in which a relatively small number of individuals in a community behave in such a way that they effect (or effectively prevent) a significant change in the lives of a relatively large number." The study group pinpointed four major factors of leadership--participation, authority, activity, and reputation--and three types of leaders--insitutional, effectors, and activists. Because Syracuse represents such a different study sample from most other cities with large black and other minority populations, the findings are not widely applicable; however, the process of research may be useful in describing community leadership and power patterns.

801. Glick, Brian. "Neighborhood Foundations Memoranda: Institute for Policy Studies." Washington, D.C. 1965-67. Yale Law Journal 76 (1967) pp. 1258-71.

The author does not report on these Memoranda, but notes them as a point of departure for advocating and detailing possibilities for neighborhood self-government which could develop as a result of Senator Ribicoff's "Neighborhood Development Corporation Assistance Act," introduced in the Senate in April 1967. Senator Ribicoff had been influenced in his sponsorship of this proposal by a project of the Institute for Policy Studies, in which Milton Kelter, an Institute Resident Fellow, helped 1,400 residents of a Columbus, Ohio neighborhood form the East Central Citizens' Organization (ECCO), a nonprofit membership corporation which received Federal funds to operate a settlement house and conduct social service programs. (The report on this project can be obtained from the Institute for Policy Studies, 1520 New Hampshire Avenue, N.W., Washington, D.C. 20036.)

Glick believes the experiments in neighborhood corporations could go far beyond the ECCO concept and that voluntary home rule is now politically possible. He is suggesting a new level of government in which neighborhood residents could have authority over such functions as neighborhood schools and land planning and development. Although these units would be linked to the Federal system for definition of minimum standards, financing, and other services, community residents should have a certain amount of flexibility in determining goals and priorities. The hope would be that increased opportunity for participation will yield more efficient democracy, favorable attitudes to change, and less alienation.

802. Gottenfeld, Harry, and Gerterlyn, Dozier. "Changes in Feelings of Powerlessness in a Community Action Program." Psychological Reports 19 (1966) p. 978.

The author studied a community action program in East Harlem (MEND) to test three hypotheses: (1) community organizers (called stimulators in MEND) who had been trained and had been working would feel less powerless than those who were still in training, (2) in the training phase those community "stimulators" who felt less powerless would learn more, and (3) in the working phase those who felt less powerless would show greater initiative. They tested their hypothesis with an instrument called an I.E. Scale, which related the belief in external or internal control to a feeling of powerlessness, concluding that such beliefs can influence the training and work of indigenous people involved in community action programs and that these beliefs change as the persons gain experience in their new positions.

803. Granovetter, Mark. "Network Sampling: Some First Steps." American Journal of Sociology 81, No. 6 (1976).

This paper, research- and statistics-oriented, describes a method for sampling average acquaintance volume (the average number of people known by each person) from large populations and derives confidence limits on the resulting estimates. The author shows that this average figure also yields an estimate of what has been called "network density." Applications of the procedure to community studies, hierarchical structures, and interorganizational networks are proposed. Problems in developing a general theory of network sampling are also discussed.

Highly technical. Equations, tables, and graphs are presented, along with an extensive bibliography.

804. Grosser, Charles F. New Directions in Community Organization: From Enabling to Advocacy. New York: Praeger, 1973.

This text is directed mainly at social workers and planners who aim to make the recipients of social-welfare services part of the process of dispensing those services. The first few chapters discuss the broad social influences affecting social-welfare systems, with a historical background and analysis focusing on changes that took place in the 1960's. Chapter 2 also discusses grassroots organizing efforts among working-class whites.

Chapters 4, 5, and 6, launching from the issues and background information of the preceding chapters, suggest applications of some new techniques and methods and their implication for the larger social agenda. Topics include: organizational development and change strategies; organizational forms and their functional and dysfunctional characteristics; the neighborhood organization as a political process; developmental factors in grassroots organizing; support of local organizations; the role of professional staff in grassroots organization; local residents as a new work force; roles and spheres of activity for the professional and the client.

Though the orientation of the book is toward professional practitioners, the last three chapters offer valuable counsel to the neighborhood organizer on the possibilities and limitations of community organizations. This book is an excellent, informed analysis of the success and failure of community groups. Its political analysis and strategies, while not attempting to be prescriptive, are sound and pragmatic.

Grosser concludes that more specialization is needed (on the part of social-work professionals) to deal with the complex nature of the community organization-bureaucracy interface. He argues for the viability of the organizer-planner's attempts to modify social inequality, while still acknowledging the necessity for more sweeping social change to implement the organizers' ultimate goals.

805. Hallman, Howard W. "The Community Action Program: An Interpretive Analysis." In Power, Poverty, and Urban Policy, Warner Bloomberg and Henry J. Schmandt, eds. Urban Affairs Annual Review, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

The article highlights a descriptive study of Community Action Programs functioning in 35 urban and rural communities. The analysis was submitted to a Senate subcommittee studying the effectiveness of the Economic Opportunity Act passed in 1964. Among the topics reviewed are: political orientations, programs, representation of poor on governing boards, and coordination with other established antipoverty agencies. Hallman found that approximately half of the programs emphasized working with individuals to improve personal abilities and status and that half worked toward more general environmental reform--changing institutions, government, and agencies that affect the life of the poor.

The study finds that considerable results have been achieved in just a few years with CAP, but that city programs must work for real change in institutions and government. The city programs also require further decentralization into smaller, more manageable local areas in order to be more effective and responsive to the public needs.

806. Hallman, Howard . Neighborhood Control of Public Programs. Praeger Special Studies in United States Economic and Social Development. New York: Praeger, 1970.

This report on neighborhood boards and community corporations across the United States examines the experiences of some 30 community operations in which some degree of control has been given to organizations governed by residents of small rural settlements and urban neighborhoods.

The organizations surveyed are all governed by boards selected through democratic processes, the board controlling the selection and performance of staff and having the authority to make decisions on the allocation of funds within its neighborhood. Most of the organizations surveyed were in some way associated with the Community Action Program.

Reviewing citizen participation in public programs over the past twenty years, each chapter focuses on a different case study or group of case studies. Thus, chapter 1 covers the experiences in New Haven from 1961-65; chapter 2 discusses community corporations in New York City; chapter 3 examines corporations in Washington, D.C., Newark, N.J., and Columbus, Ohio; chapter 4 surveys community action in Appalachia; chapter 5, community action in three rural areas; chapter 6, in Indian reservations; chapter 7 analyzes the Neighborhood Centers Pilot Program; chapter 8 deals with citizen participation in urban renewal; chapter 9, with neighborhood control in the two model cities of Dayton, Ohio, and Oakland, California; and chapter 10 presents conclusions.

The author's thoughtful and objective commentary, following each chapter, much of which is drawn from his extensive firsthand experience with community groups, presents both the good and the bad of community control.

807. Hunt, Gerard J. Citizen Involvement in Mental Health Decision-Making. Community Mental Health Studies, Maryland State Department of Health and Mental Hygiene, 1972.

Hunt, Gerard J. A Guide for the Formation and Effective Functioning of Citizen Health and Mental Health Advisory Groups. Community Mental Health Studies, Maryland State Department of Health and Mental Hygiene, 1973.

This report is a study of citizen advisory committees on mental health services operating in two counties in Maryland. The bulk of the report details the research on these two citizen groups--Metro County and Orchard County Mental Health Advisory Committees--providing data on the

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composition and operation of the groups. The conclusion of the author is that, as a result of both internal and external difficulties, both groups failed to operate effectively with local mental health problems and issues.

The report is useful to the question of citizen participation in education because many of the problems are similar; especially useful are the findings on lower-class participation and representation of community interests. The author provides a theoretical model for the formation of citizen advisory groups and a useful bibliography.

The second paper consists of a set of guidelines for the formation of citizen advisory groups. Although the particular case concerns mental health groups, Hunt's advice is applicable to any type of citizen group interested in participating and influencing community services and institutions. Topics such as group composition, representativeness, group maintenance and task functions, and leadership are discussed.

808. Hunter, Floyd; Schaffer, Ruth C.; and Sheps, Cecil G. Community Organization: Action and Inaction. Chapel Hill: University of North Carolina Press, 1956.

In 1952 a research team from the Institute for Research in Social Science at the University of North Carolina traveled to Salem, Massachusetts, to conduct a thorough, empirical study of how that community went about analyzing itself to discover its health needs and then acted to meet them.

The book details the experiences of the interdisciplinary team (none of the members was a specialist in education) and the results they obtained while testing eight hypotheses concerning community power structures, community health problems, and the interrelationships of specific ethnic groups within the community. Salem was selected as the site for the study because of its size (it is a manageably small urban area) and its formally established pattern of community planning.

This work would be of value to the student interested in patterns of community behavior in a medium-sized urban area. However, it is not directly related to education.

809. Hurwitz, Neal H. "Communications Networks and the Urban Poor." Equal Opportunity Review, May 1975. New York: Columbia University, Teachers College, ERIC Clearinghouse on Urban Education, May 1975. 7 pages. ED 109 292.

Communications research and social science are considered to have revealed several vital features in the communications environment of Americans. This article considers the impact of these features on low-income people, particularly urban minorities. The author states that communications networks in the U.S. are shaped by highly sophisticated and large-scale systems in industry, government, education and other social services; these systems, he says, have a major role in policymaking affecting all citizens. However, the poor, with no political or economic power base, are excluded from participation in such decisionmaking.

The author states that a language barrier isolates the poor from these communications networks and thus from meaningful information and knowledge. The operation of communications networks linked with educational and social service organizations is considered open to questions; however, it is noted that the opportunities for improving those networks are many.

810. Kramer, Ralph M. Participation of the Poor. Englewood Cliffs, New Jersey: Prentice-Hall, 1969.

Kramer discusses how "maximum feasible participation" of the poor in the war on poverty was interpreted in five San Francisco Bay area communities in 1965-67. The ostensible purpose of Title II of the Economic Opportunity Act of 1964 was to stimulate local communities to take the initiative in developing programs and mobilizing resources for a long-range attack on poverty. However, because the question of the basic meaning and intent of the Community Action Programs provided for in Title II was never resolved, communities perceived the concept of participation in divergent ways.

In his first chapter, Kramer surveys the various modes of participation adopted by communities in response to the directives of Title II. The remaining four chapters of part 1 examine the modes utilized by the five Bay area communities spotlighted: Berkeley, Oakland, San Francisco, Santa Clara County, and Contra Costa County.

Part 2 uses the information garnered from the community case studies in part 1 to conduct a more general and theoretical examination of the issue of citizen participation. The first five chapters of this part ask and provide answers to crucial questions such as "Who Shall Control the CAP?"; "Who Speaks for the Poor?"; and "What Role for the Target Area Organization?" The concluding chapter consists of carefully thought-out observations and suggestions as to past and future developments for citizen participation.

811. Kravitz, Sanford. "The Community Action Program in Perspective." In Power, Poverty and Urban Policy. Warner Bloomberg and Henry J. Schmandt, eds. Urban Affairs Annual Revew, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

Following a brief review of the history and background of the "community participation" concept from the late 19th centruy to the 1960's, the author discusses the real push for community representation and participation in welfare and social-work organization--which came with the passage of the Economic Opportunity Act of 1964 and the policy of "maximum feasible participation." He outlines some of the successes and setbacks of the more than 1,000 Community Action Programs and is generally optimistic that real progress toward relieving poverty will be made through involving the poor themselves in programs of self-improvement. Although the Federal agencies have not followed through on their promise of generous funding for community programs, projects such as Head Start and Upward Bound have made definite progress.

Kravitz argues for further decentralization and community participation in smaller local units and enumerates three major areas where great amounts of progress are needed: (1) linking the lower-income people with vital resources and services, (2) developing individual and community leadership and political know-how and leverage, and (3) making government and institutions more responsive to the needs of the poor.

812. Lineberry, Robert L., and Fowler, Edmund P. "Reformism and Public Policies in American Cities." In City Politics and Public Policy, James Q. Wilson, ed. New York: John Wiley and Sons, 1968.

The authors believe that city governments which are products of the Progressive reform movements of the early 20th century behave differently from those with unreformed institutions, even if the socioeconomic makeup of the population is similar. Their hypothesis is that the relationship between socioeconomic cleavages and policy outputs is stronger in unreformed cities. In reformed cities, public policy is less responsive to demands rising out of social conflict and there is a decrease in the strength of minority groups. The authors believe this hypothesis to be strongly supported by their findings.

813. Lipsky, Michael. "Protest as a Political Resource." American Political Science Review 62 (1968) pp. 1144-58.

Protest represents an important aspect of minority group and low-income group politics. However, black groups lack political resources to exchange and therefore are "powerless." The author's thesis is that the solution for the powerless is to activate third parties to enter into implicit or explicit bargaining in ways favorable to the protestors, thus creating bargaining resources for the latter. The science of this process is analyzed in this article.

814. Litwak, Eugene, and Meyer, Henry J. "A Balance Theory of Coordination Between Bureaucratic Organizations and Community Primary Groups." Administrative Science Quarterly 11, No. 1 (1966) pp. 31-58.

On the hypothesis that both bureaucratic organizations and community primary groups (such as the family and neighborhood) are essential for achieving most tasks in our society, but that they have antithetical atmospheres, the authors offer and explore a "balance theory"--that optimum social control results where mechanisms exists that permit relationship at a midpoint of social distance. The authors suggest eight possible mechanisms of coordination that can link bureaucratic organizations with primary groups. They explore the applicability and effect of each of these.

815. Moynihan, D.P. Maximum Feasible Misunderstandings: Community Action in the War on Poverty. New York: The Free Press, 1969.

As the subtitle indicates, this book is a history of community action in the war on poverty, beginning with the origin of the concept in a New York City group's goal of confronting the problem of juvenile delinquency (Mobilization for Youth, ca. 1957) and tracing its incorporation into the Federal antipoverty programs.

Rather than being a policy or philosophy for the Federal antipoverty programs, "maximum feasible participation" (a term coined in the Economic Opportunity Act of 1964) became just another requirement in the program. As a result of increasing community participation, there were political and social upheavals, including racial tensions, because of power struggles and misunderstandings. Most relevant to citizen participation in general was that the very conditions which the programs should have tried to eradicate were aggravated. A sense of social and political alienation develops from the powerlessness which is a result of individual participation.

Relevance for the field of citizen participation in education can be drawn from the observation about the relationship between lack of real participation and social alienation or deviation, and a lesson can be learned from the "failure" of the poverty programs because of the lack of local citizen participation on a meaningful and effective level.

816. Perlman, Janice. Grassrooting the System. Berkeley, California: University of California Institute of Urban and Regional Development, Reprint No. 139. 1976. Also available in Social Policy, October 1976.

Perlman's monograph directs the attention of scholars, policymakers, and the general audience to the relatively neglected phenomena of "grassroots associations" and neighborhood interest groups. Although an outgrowth of the 1960's community action efforts, she sees grassroots associations as different in that they are citizen- rather than government-initiated, pragmatic rather than ideological, and are based on neighborhood rather than specifically racial, class, or client (e.g., welfare mothers) interests. These groups are reported to have demonstrated the ability to "take advantage of cracks in the system to win victories and demonstrate that authority can be challenged and that people generate power through their numbers."

817. Peterson, Paul E. "Community Responsiveness and the 'Free Rider.'" Administrators' Notebook 22, No. 8 (1974).

Peterson, a political scientist, analyzes the question of community representation from the perspective of organizational problems of maintaining membership. The "free rider" concept is central to this analysis; he maintains that community organizations have membership problems because of the tendency of citizens to reap collective benefits without being willing to devote effort to the process of securing them. The relationship between community representative and administrator is examined in terms of the selective benefits that can be provided by the administration to members of the community organization, thus providing an inducement to participation. Peterson takes a pragmatic look at one bargaining element in this interface. Extensive references are included.

818. Porter, David O., and Olsen, Eugene A. "Some Critical Issues in Government

Centralization and Decentralization." Public Administration Review 36, No.1 (1976) pp. 72-84.

This treatment of decentralization is directed primarily at public administrators. The basic assumption is that values, tasks (or functions) and organizational structure should be related. The authors discuss the pro's and con's of centralized and decentralized government, the differences between political and administrative decentralization, and consider issues such as values and governmental structure, politics and organization design, access, accountability and citizen participation, intergovernmental relationships, bureaucratic politics, and administrative and economic factors related to the decision for or against decentralization. The article is helpful in assessing the tendencies and limitations of centralized and decentralized government structures.

An extensive bibliography is included.

819. Prestage, Jewel L. "Black Political Participation." Social Science Quarterly 49 (1968) pp. 453-64.

Prestage examines black political participation and finds that blacks have a much greater sense of personal alienation and political futility than do whites, as a result of their historical exclusions from the full benefits of society. Thus, while there are no legal deterrents to black participation in voting in the North, as there have traditionally been in the South, there do exist cultural deterrents attributable to the system.

820. Shalala, D., and Merget, A.E. "The Decentralization Option." In Organizing Public Services in Metropolitan America, T.P. Murphy and C.W. Warren, eds. Lexington, Massachusetts: D.C. Heath, 1974. pp. 141-151.

Noting the political/ideological furor over community control, this essay represents a theoretical attempt to get beyond such slogans as "power to the people." The authors argue that one should approach the issue as an "analyst" rather than "ideologue." This analytical approach yields two dividends. First, the authors distinguish between various justifications/rationales for decentralization. These are: (1) political, (i.e., central government is unresponsive to neighborhoods); (2) psychological, i.e., to overcome "alienation;" (3) administrative, i.e., client input would improve the quality of service; and (4) economic, i.e., to eliminate the quasi-colonial status of poor neighborhoods. The second dividend is an "operational definition of decentralization" as a function of both scales and decisionmaking authority, i.e., how much power over how large an area. This definition focuses on the amount and locus of authority over a service function of a government. Decentralization advocates are advised to take into consideration not only which level or unit (county, city, neighborhood) is to be in charge of a particular function but also what authority and what resources will be at the disposal of that unit. Consequently, the important dimensions of decentralization are: (1) size, scale, and level of the unit; (2) its functional responsibility; (3) its policymaking authority; and (4) its fiscal, expenditure and revenue-raising powers.

Though directed at social scientists, urbanologists, and policymakers, this piece is readable and accessible to all. It does not pertain directly to education. However, the four dimensions provide a useful checklist for evaluating proposed or on-going decentralization schemes. Many proposed or implemented structures of school-community councils provide decentralization only along the first two dimensions.

821. Spiegel, Hans B.C., ed. Citizen Participation in Urban Development. Vol.I: Concepts and Issues. Washington, D.C.: NTL Institute for Applied Behavioral Science, 1968.

Spiegel's reader focuses on the more theoretical aspects of citizen participation. It is divided into four sections: housing and urban renewal; the antipoverty program; the theory and tactics of Saul Alinsky; and the implications of citizen participation for community decision-making and the delivery of public services. An introductory section contains a useful bibliographic overview.

822. Speigel, Hans B.C., ed. Citizen Participation in Urban Development. Vol II: Cases and Programs. Washington, D.C.: NTL Institute for Applied Behavioral Science, 1969.

In this second volume Spiegel focuses on "concrete situations" and "solution-oriented endeavors." He presents 26 case sutdies and research reports on neighborhood organizations, minority political efforts, urban renewal and advocacy planning, community development corporations, school decentralization, and training and skills development for citizen participants.

823. Spiegel, Hans B.C., ed. Citizen Participation in Urban Development. Vol. III: Decentralization. Fairfax, Virginia: Learning Resources Corporation/NTL, 1974.

Following a theoretical introduction by the editor, the volume's 20 contributions focus on various aspects of decentralization, community control, and neighborhood government. The selections are a mixture of case studies, commentary, historical background, and public policy proposals. Among the topics covered are: Model Cities (chapter II); the New York City experience (chapter III); and municipal services, and neighborhood development corporations (chapter IV and VII). Chapter V focuses on school decentralization.

824. Thursz, Daniel. "Community Participation." American Behavioral Scientist 15, No. 5 (1972) pp. 733-48.

In considering community participation in relation particularly to social-welfare planning, Thursz explores the significance of community participation as a means of reducing anomie or the degree of hopelessness and social dysfunction of disorganization in a population. He notes that the enlargement of community participation and the entry of new actors in the political arena does not automatically mean additional support for socially progressive legislation and liberal causes.

825. Usdan, Michael D., and Nystrand, R.O. "Towards Participation Decision-Making: The Impact of Community Action Programs." Teachers College Record 68 (1966) pp. 95-106.

Focusing on what they term an increasingly significant encroachment taking place on the once undisputed domain of the professional educator, the authors examine the Community Action Programs established under Title 11A of the Economic Opportunity Act of 1964. They conclude that there are certain definable factors for concern by urban educators.

826. Van Meter, Elena C. "Citizen Participation in the Policy Management Process." Public Administration Review, Special Issue, 1975. pp. 804-812.

Elena Van Meter is a staff member of the League of Women Voters. She served on President Ford's Advisory Council on Executive Organization (the Ash Council). Van Meter's article is very much a "nuts'n'bolts" description of mechanisms and examples of successful integration of citizens into the management (as opposed to policy) decisionmaking process in the public sector. She understands well the audience of the Public Administration Review and thus approaches her topic from the perspective of the benefits which can accrue to the government manager.

In terms of benefits to the manager, she discusses citizen participation as a policy management tool. Citizen participation, she makes the case, can provide meaningful inputs for the manager in terms of making known citizen preferences. She makes the point that a manager faced with the question of responding to the general good of all and the specific interests of some usually comes down on the side of the general good, attempting to provide uniformity of services to the various segments of the community. She proposes that the alternative today should be the balancing of the specific interest of each part of the community in an attempt to come closer to meeting people's differentiated needs. On the output side, she makes the case that citizen participation can provide evaluative information on the successes and failures of management policy in meeting the needs of citizens.

Van Meter speaks also of the two basic modes of citizen participation: ad hoc or temporary--suitable for special circumstances--and permanent participation. She claims that the first should be manageable for the government administrator because such things as study committees and task forces are not uncommon and many of the same techniques used with those bodies would be applicable. Citizen participation of the permanent variety can present more of a challenge to the public manager since success requires special adaptive measures. She speaks for example, of the need for managers to develop two languages, their own technical jargon and a translation which can be used with the ordinary citizenry; of the differences in time between the professional and the citizen group, both in terms of the time available to deal with issues and the differential in availability time (administrators 9-5, citizen participants for the most part evenings); of the lack of institutional memory of many citizen groups occasioned by annual turnover; and of the general lack of resources in the citizen group.

Particular attention is given to the issue of the availability of information and its critical importance in meaningful citizen participation. She makes the plea that managers need to share with citizen groups even the alternatives they have already discarded, together with the reasons for discarding, as a means for citizens to understand both the full range of options and the processes that are used in decisionmaking.

827. Venecko, James, et al. Community Organization Efforts, Political and Institutional Change, and the Diffusion of Change Produced by Community Action Programs. Final Report on Phase I. Chicago: National Opinion Research Center, December 1969. 259 pages. Available from: Clearinghouse for Federal Scientific and Technical Information, Springfield, Virginia 22151. PB-188-692, $3.00.

The first part of a two-phase project, this was an evaluation of characteristics of community action agencies (CAA's) which make them more or less effective in influencing other institutions to be more responsive to the needs and demands of the poor. CAA board members, representatives of the poor, and other segments of the community, and administrators were interviewed in 50 cities of over 50,000 population to gather data on CAA activites, goals, and organization, and neighborhood and city characteristics expected to be important factors in change. Emphasis was placed on how CAA's with differing goal orientations influence insitutional change, processes of change in the public school and private welfare sectors, community organization as related to employment patterns and practices, and changes within (or related to) neighborhood political structures. Finally, evidence of diffusion of change was examined, ranging from simple advocacy of an innovation to the actual performance of a new or altered insitutional function. (Annotation by ERIC.)

828. Walker, Jack L. "A Critique of the Elitist Theory of Democracy." In The Politics of Urban Education, Marilyn Gittell and Alan Hevesi, eds. New York: Praeger, 1969.

In this extraordinarily sharp analysis of the assumptions and implications of contemporary mainstream democratic theory, Jack Walker suggests that an elitist democratic attitude has developed in the 20th century which assumes a popular apathy and, dependent on entrepreneurial political leaders, aims at the maintenance of social stability and continuity. He argues that the change in ideology is substantial, that the political effect is conservative, and that the transformation has been largely conscious--that there has not been just slipping away from the classical view of democracy as a result of certain structural changes in an advanced,technological society.

The implications of this critique are clear, for it is an impressive exposition of how the theory of democracy has been transformed into a conservative doctrine, in which society is viewed in functionalist terms and in which democracy no longer stands for a process of self-government based on political consensus of an active majority, but rather for the leadership of the masses by the various interacting elites. If the author is right, political apathy will grow unless, as he believes, America rediscovers the original utopian vision of participatory democracy--which placed the citizen at the center of the political process.

829. Weissman, Harold H. Community Councils and Community Control: The Workings of Democratic Mythology. Pittsburgh: University of Pittsburgh Press, 1970.

The major purpose of this study is to develop a model for understanding how community councils operate and how they might be more effective. Finally chosen is the "exchange model," which links individual, group, and organizational behavior to anticipated return. The author's focus is much more on organizational maintenance than on goal achievement, although if one is seriously out of balance with the other, it risks collapse. As a means of evaluating potential projects and coalitions, means and participation, the exchange model provides a steady measure.

Specifically, the book describes the growth and disintegration of the "Du Pont" Neighborhood Council from 1955 to 1969. As an interesting, down-to-earth, and practical study of the "exchanges" made within one urban community council over a 14-year period, the book is a success. Weissman details the various ethnic, religious, and class groupings in the community and focuses on the exact goals, tactics, and structures which made cooperation between so many diverse people possible. His analysis is sufficiently rooted in the everyday realities of urban neighborhood politics as to be useful reading for anyone thinking of organizing across class, racial, or religious lines. In fact, as a careful guide to council building anywhere, the book has much to offer in the way of good common sense.

830. Williams, Robert M. "The Rise of Middle-Class Activism: Fighting City Hall." Saturday Review/World, March 8, 1975. pp. 12-16.

This article focuses on the proliferation of middle-class activist groups in the 1970's. The author believes that the motivations behind this increase in involvement on the part of a traditionally nonactivist stratum spring from a growing feeling of powerlessness and loss of control to the very institutions on which it formerly relied: business and government. The activities, membership, and tactics of various national organizations are briefly discussed; included are Common Cause, Friends of the Earth, and Nader's Raiders. The article provides a good overview of the contemporary (1975) citizen-action phenomenon.

831. Wilson, James Q., ed. Planning and Politics: Citizen Participation in Urban Renewal." In Urban Renewal: The Record and the Controversy. Cambridge: M.I.T. Press, 1966.

The growth of neighborhood resistance to urban renewal has been gradual and cumulative. The first projects went through fairly easily, but today, in cities which have been engaged in renewal for years, planners often find prospective areas waiting for them, organized to the hilt. Thus, while the Lake Meadows project in Chicago met little organized indigenous opposition, the Hyde Park-Kenwood project a few years later encountered substantial resistance to planning done without consultation with residents. This particular conflict is analyzed at some length by the author.

The author also surveys community organization strategies that have arisen around urban renewal. He divides these into two principal camps: those that capitalize on the character of depressed low-income neighborhoods, such as the Saul Alinsky-created "Woodlawn Organization" (whose purpose is largely to block any plans calling for fundamental change), and those that stimulate the creation of neighborhood organizations which can define feasible, positive goals. The example cited here is Boston's efforts to foster the formation of neighborhood organizations to provide citizen participation in the plans of the Boston Redevelopment Authority. Finally, the article discusses implications for renewal programs, the most salient one being that adjustment of renewal to the demands of the lower classes means abandonment of large-scale clearance projects aimed at bringing the tax-paying middle class back into the city.

832. Yates, Douglas T., Jr. Neighborhood Democracy: The Politics and Impacts of Decentralization. Lexington, Massachusetts: D.C. Heath, 1973.

A thorough and thoughtful analysis of the decentralization issue, this book is focused on seven experimental programs in New York City and New Haven. Yates is interested in measuring the impact and tangible results of attempts at decentralization, which vary from block associations, to local school boards, to neighborhood health corporations. After reviewing the history of the community-control movement and discussing the background issues and problems which sparked the decentralization trend, Yates examines the different models, structures, and orientations of the different projects.

From this study the author concluded that although decentralized programs produced no dramatic solutions to the city problems, they did promote greater community awareness and activity, as well as new employment and services, at little or no additional cost to the taxpayer. Among other topics, Yates examines leadership development and styles, responsibility and accountability, representation, and community involvement. Of the four models of decentralization--government-in-miniature, self-help, ombudsman, and neighborhood service centers--Yates believes that all are useful except the "government-in-miniature" model, which is usually a hierarchical extension of a centralized authority.

Of particular interest to the community-control topic is the discussion of local school boards. Yates found community boards to have substantial power within a limited range of jurisdiction, but to have many external and internal problems--such as preoccupation with routine matters, difficulty in implementation of decisions, problems of evaluation and research, and ambiguity of power and authority. On the whole, however, Yates feels local boards and other decentralized agencies are viable and important steps toward increasing the democratic involvement of the public. The study poses the question not whether decentralization should be pursued, but what form it should take.

833. Yin, Robert K., and Douglas Yates. Street-Level Government: Assessing Decentralization and Urban Services. Lexington, Massachusetts: Lexington Books, 1975.

The basic assumption of this book is that urban services should be analyzed at the local level. From this point of view, the authors embark on an analysis of urban decentralization, focusing on the social relationship between those providing public services and those receiving them. Yin and Yates used 250 case studies and their own field research in New York City neighborhoods to test the effectiveness of decentralization. They found that each of the five different public services under study (safety, health, education, "multiservice," and economic development) had its own traditions, structure, and server-served relationship. In each policy area different strategies under decentralization had different outcomes. The authors' two major observations were: (1) the stronger the decentralization strategy, the more successful it will be in improving services and client control; and (2) successful decentralization is inversely related to the degree of professional and bureaucratic control over service policies. They conclude that both the type of services and the type of decentralization strategy are important for improvement of services and increased client control.

Extensive references are included; the appendixes contain data on case studies, a list of sources, and a critique of 12 studies on decentralization.

834. Zurcher, Louis A., Jr. "The Poverty Board: Some Consequences of 'Maximum Feasible Participation.'" Journal of Social Issues 26, No. 3 (1970) pp. 85-107.

This empirical study tested two hypotheses: (1) Poverty Board members who were representatives of the poor would differ significantly from members who were not representatives of the poor in social-psychological variables, often associated with socioeconomic status, which are indicative of their general sense of competence and confidence, and (2) as a result of their participation in the decisionmaking processes of the boards, the representatives of the poor would show significant changes in those social-psychological variables. Both hypotheses were, at least in part, supported. Also included are helpful references to recent empirical studies in this field.

DISSERTATIONS

Eisinger, Peter Kendall. *The Anti-Poverty Community Action Group as a Political Force in the Ghetto*. 30A:3514.

Flowers, William Lucas, Jr., *The Community Action Movement in North Carolina*. 31A:5745.

Hoffman, Richard Lee. *Community Action: Innovative and Coordinative Strategies in the War on Poverty*. 30A:3535.

Morgan, Julia Elizabeth. *A Study of the Wild Rose Community Council as a Medium for Community Development*. 21:503.

Sheehan, Joseph Connor. *Community Participation in Urban Renewal Planning*. 30A:5548.

APPENDIX

AUTHOR INDEX

Included in this index are all of the authors, editors, and contributors that are cited in each title reference and/or mentioned in the text of the annotations. Also included are institutional authors, such as, for example: National Institute of Education, State Departments of Education, and, in some cases, local school districts. For multi-authored works we are listing all the authors which are cited in the title as it appears in the body of this bibliography. This means that in cases with more than three authors we have only cited and are only listing the primary author. In addition, for edited anthologies, only those contributors that are mentioned in the text of the annotation are listed in this index.

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